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ABSTRACT

The purpose of this report is to describe the services of Title I programs currently operating in State institutions for neglected or delinquent youth across the country. Demographic and social characteristics of Title I students and staff, program characteristics, objectives and funding status, and institutional environment are discussed. It is reported that actual per student expenditures are approximately one-half of other State educational expenditures, although in adult institutions, Title I and regular State education funding are almost equal. Title I programs at sample facilities are held to emphasize basic reading and mathematics skills and individualized instruction more than regular classroom programs. Further, Title I programs in custody-oriented institutions place more emphasis on vocational education than do programs in treatment-oriented facilities, while treatment-oriented facilities emphasize academic achievement and affective growth to a greater extent. Problems reported include lack of clarity in Federal guidelines, dissatisfaction with monitoring and evaluation procedures, as expressed by facility personnel, instability of financial support, and inadequate personnel recruitment and inservice education procedures. (JCD)

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COMPENSATORY EDUCATION AND CONFINED YOUTH: A NATIONAL EVALUATION OF TITLE I PROGRAMS IN STATE INSTITUTIONS FOR NEGLECTED OR DELINQUENT YOUTH

VOLUME I

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CHAPTER 1. INTRODUCTION

According to a recent study of offender literacy (Clearinghouse for Offender Literacy Programs, 1974-75), 34 percent of the juvenile corrections population are functionally illiterate. These young people cannot fill out a job application or an application for a driver's license. They can't read the instructions on a piece of equipment, or find an advertisement for a job, or read a newspaper. They are largely unemployable.

These young people are sent to institutions because they are disruptive, anti-social, or hard to handle in some way. When they are released, they usually return to the same anti-social, often violent environment from which they came, and they are able to cope with their lives no better than before--unless some intervention adds to their skills or changes their orientation sufficiently to enable them to change their lives.

Some educators and juvenile practitioners believe that the basic causes of juvenile delinquency lie in learning problems. The failure pattern begins very early in school, where home problems and conflicts in values militate against learning, and where physical disabilities and emotional problems often go unrecognized due to overcrowded classrooms and the low expectations of teachers. As the child grows older, his school environment becomes more physically dangerous and his lack of achievement creates a larger and larger gap between his skills and his grade level. Meanwhile, the need for protection and the need for status lead him to imitate older youth who have turned to gangs and petty crime. By the time the youth is in high school, the pattern of failure is well established, and school success seems both impossible and uninteresting.

Many institutions have established correctional education programs on the theory that the way to interrupt the downward spiral for young inmates is to provide them with the skills to get jobs and recognition through socially acceptable

means. These education programs have varied greatly in quality, quantity, and effectiveness. For example, the 1972 Western Interstate Commission for Higher Education (Dell'Apa, 1972) study of state institutions reported that over one-third of the education directors in institutions they surveyed said that they had insufficient books, library facilities, and special materials; that specific social skills needed in dealing with real-life problems outside the institution are taught in very few schools; that 47 percent of the academic teachers judged their own formal education to be inadequate; and that educational resources in institutions are often scarce, of poor quality, and irrelevant to students' future educational or vocational pursuits.

In fairness to the institutions, it must be said that their job in providing services to confined youths is not easy. According to the WICHE study, although only about 10 percent of the students were below high school age, 60 percent of them had not achieved education beyond the eighth grade. At least 50 percent of the juvenile prison population had reading problems; 71 percent had social problems that interfere with their learning; and 43 percent had emotional problems that interrupt their educational functioning.

Not only does the population bring many problems to the acquisition of an education, but the corrections field has problems of its own. For example, The Joint Commission on Correctional Manpower reported in 1968 that the quality of services that inmates can expect to receive is limited by the extent and quality of the preparation received by the employees in the corrections field. Sixty-five percent of the top administrators in the juvenile corrections field reported serious problems recruiting "treatment-trained" personnel such as teachers, counselors, and social workers.

Internal problems of institutions form another difficulty in providing good educational experiences to inmates. Although a case may be made for the idea that institutions are moving from a custody toward a treatment/rehabilitation emphasis over the long term, many people in the corrections field still feel

that custody is the institution's principal function, and that education is wasted on the offender population. These people frequently feel that the money should be used for more guards and better security, rather than for education. The inertia and even active hostility from people who are operating with this viewpoint must be overcome by any prison administrator who wants to provide education and other treatment for the inmates in his institution.

To top off the list of problems in correctional education, the area has been mostly ignored by both educators and corrections people as a professional specialty, and relatively little research has been done. As a result, little research-based information about methods or outcomes is available, and little is known about how education is working in correctional settings.

In School Behind Bars, the Syracuse University Research Corporation's study of education in correctional institutions (1973), public attitudes, professional inattention to educational needs, jealousy of correctional officers, cultural and racial differences in prisons, "prisonization" factors, physical structures of prisons, and lack of critical research are identified as significant barriers to improvement of the correctional education field.

CONGRESSIONAL MANDATE

Because of the difficulties described above, many correctional education programs have been under-funded, under-staffed, and ineffectual. To expand and improve the education of confined youth, Congress has provided funding for basic skills programs in institutions for neglected children and delinquent youth, and in adult correctional facilities. Most of such funding stems from Title I of the Elementary and Secondary Education Act of 1965 (as amended), referred to in this report as simply "Title I." Guidelines for Title I programs in institutions state that the funds should be used to provide services to residents who are under 21 and have not received a high school diploma, should concentrate on basic reading and math skills, and should supplement, rather than supplant, other educational programs in the facility. The objec-

tives of Congress in providing these funds are, in general, to help the offender population build basic skills and to overcome the negative effects of the inmate's previous school failure.

Title I funds have been available to state institutions housing neglected or delinquent youth since 1967 (as authorized by P.L. 89-750, passed on November 3, 1966). These funds have been used in a wide variety of applications in individual institutions. For example, in some institutions, special Title I classrooms have been furnished and equipped, and students are brought into Title I classrooms at certain hours of the day. In other locations, Title I funds support "floating teachers" who visit all of the classrooms and work with individuals or groups within the regular classes. In yet other situations, special reading and math study carrels have been provided and students are released from other activities to use them individually. Title I funds have also been used to buy teaching machines and other equipment, to pay for aides and diagnostic personnel, and to provide for inservice training of Title I and other teachers.

Despite ten years of program operation and well over $200 million in expenditures, the program in state institutions has never been evaluated at the national level.

EVALUATION OF TITLE I PROGRAMS FOR NEGLECTED OR DELINQUENT YOUTH IN STATE INSTITUTIONS

The present national evaluation, mandated by Part (a) of Section 151 of P.L. 89-10, was funded by the Office of Planning, Budgeting, and Evaluation (OPBE) of the U.S. Office of Education to learn how Title I programs are being operated and managed, what kinds of outcomes have been observed, and whether the various applications of Title I funds are helping youthful offenders to gain the basic skills and the improved self-concept that they will need when they are released from the institution.

The evaluation has three major objectives. The first objective, which has been accomplished during Phase I of the project, is to collect information about representative Title I programs in state institutions and to compile and present descriptions of these programs. To gather information for the program descriptions, System Development Corporation (SDC) sent two-member teams of trained interviewer/observers into the field. These teams visited 100 randomly selected delinquent and adult institutions and facilities for neglected children across the country that receive Title I funds, and also interviewed state Title I administrators in each state. After spending several days at each institution recording and tabulating interview data and observations, field teams returned to SDC and wrote summary descriptions of the projects, the residents being served, and the nature of these services. These descriptions, together with the interviews and observational data from each site, will provide USOE and Title I practitioners in the field with accurate information about a representative sample of Title I programs in state institutions across the country.

The second objective of the evaluation is to measure the impact of the Title I program on the basic reading and mathematics skills of the participants and on the self-concept of the participants as it relates to gains in achievement. SDC will select a sample of 30 to 40 institutions from the 100 that were visited by field teams during Phase I. A sample of students in the institutions will be given achievement and functional literacy tests periodically during the second year of the study. The data resulting from these test administrations will be analyzed for changes in basic skills over time, and will also be examined to determine whether greater achievement gains are associated with particular types of program activities. Groups of students who do not participate in Title I programs will also be tested, so that the performance of participants and non-participants can be compared.

A third objective of the study is to develop evaluation models and reporting forms that can be used by institutions and state agencies for their annual

evaluation report to the U.S. Office of Education. SDC will review the reports available at USOE for Title I N or D programs. On the basis of this review and SDC's experience in evaluating projects in these sites, evaluation practices and reporting models will be recommended to provide standardized information on program operations and the degree of success in meeting Title I objectives. The model reporting forms will be reviewed by representative state administrators and revised to incorporate their suggestions. The goal will be to simplify and standardize evaluation and reporting procedures so that federal, state, and local program administrators can obtain information on the Title I program and its impact, nationwide.

OVERVIEW OF PHASE I FINDINGS

Phase I has now been completed. An overview of major findings is presented in the following paragraphs. Detailed descriptions of the analyses underlying each of these summary statements are provided in subsequent chapters.

Title I Services

On the basis of the information collected on Title I services, a number of descriptive statements can be made about kinds of services, service delivery, and recipients of services. About 40 percent of the sample institutions reported that they serve 50 percent or fewer of their residents who are eligible for Title I services. The number of eligible residents in adult facilities has increased by 81 percent over the past three years,* while the number of eligible residents in delinquent and neglected facilities has remained relatively stable. Adult facilities have the lowest proportion of participants to eligibles, the greatest number of educationally needy residents who are not being served, and the most difficulty in maintaining a constant level of Title I program services.

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*Youth residing in adult institutions did not become eligible for Title I services until the passage of P.L. 92-318 on June 23, 1972.

Both in the general resident population and in the Title I program, the proportion of minority students varies from less than half at facilities for neglected children to almost two-thirds at adult facilities. However, Blacks appear to be somewhat under-represented in Title I programs at neglected institutions.

With respect to functional level, teachers estimated that 50 percent of the Title I students in neglected facilities were reading at grades 1-3, as were 40 percent of the students in delinquent facilities and 25 percent of the students at adult institutions. Less than one-third of all Title I reading students were perceived as functioning at a sixth-grade level or above, with adult institutions reporting the greatest proportion of students in this group (38 percent, as compared to 26 percent in delinquent facilities and 8 percent in neglected facilities).

Over 60 percent of the Title I students in N or D facilities are in the Title I program for six months or more. The students who receive the longest exposure to Title I instruction are those in facilities for the neglected.

Although reading and math are by far the most heavily emphasized content areas in Title I programs, a variety of other areas are being taught as well. Within the two major instructional areas, reading instruction emphasizes vocabulary, literal comprehension, and following directions, while the emphasis in math is on fundamental operations, practical mathematics, and word problems. Classroom activities are largely structured, with students spending much of their time working independently on assigned activities or working individually with the teacher. Materials most commonly used in reading instruction are written materials and student worksheets, although other types of materials are also used frequently. In math, however, worksheets and audiovisual equipment are by far the most commonly used materials.

Students reported a generally high level of interest and involvement in the Title I program, with students in facilities for the neglected being somewhat

less positive in their ratings than students in delinquent and adult institutions. Students in adult facilities were the most positive about how much they were learning in Title I classes and about the value they placed on these educational activities. Good teaching methods, personal attention, and adequate materials were reasons given for positive feelings about the Title I program by respondents in all types of facilities. Students appeared to be satisfied with the way they were being taught and with what they were learning. Those who suggested changes in the Title I program asked for a greater variety of classes and more intense exposure to educational activities.

Title I teachers are generally supportive of students, and interaction between teachers and students is frequent. Teachers typically respond to student errors with constructive criticism, and students are generally open in their responses to their teachers.

Title I programs spend a higher percentage of their funds on inservice education and place more emphasis on individualization of instruction and assessment of student progress than do regular education programs. On the other hand, regular education programs place less emphasis on reading and math, and more emphasis on vocational education, than do Title I programs.

Title I Setting

Facilities in the study sample were examined to learn something about the contexts in which Title I programs operate. Institutions ranged in size from 11 to 2500 residents. Institutions for the neglected reported larger resident populations, on the average, than institutions for delinquents; 70 percent of the neglected facilities, and 47 percent of the delinquent facilities, reported populations of more than 100 residents.

In neglected and delinquent facilities, residents were usually housed in small cottages, in which custody and security precautions were minimal; in adult facilities, residents were usually housed in large dormitories or individual

cellblocks. Security restrictions were generally the same in education programs as they were in the rest of the institution; only in adult institutions, where education programs tend to be highly selective, were education programs allowed to exercise fewer security restrictions than the facility as a whole.

While the combined resident/staff ratio for the average institution was 3:1, most staff members occupied custody or central administration roles. The average institution reported a ratio of one treatment and one education staff member for every thirty-two residents, with the number of treatment and education staff being considerably larger in treatment-oriented facilities. While such figures tend to disguise the large variance among institutions, they do indicate that education programs tend to be staffed at least as well as treatment programs, although both staff groups are usually smaller than the custody staff.

The major area of poor staff communication reported by staff members in all roles was teacher communication with custody staff and facility administrators. Lack of communication among staff members was a source of much concern--a concern consistent with the fact that residential institutions afford little opportunity for staff interaction. Reported conflict between education and custody staff took the form of custody staff resentment of the intrusions of educational programs into correctional institutions. The implication of this source of staff conflict is not only that some institutions experience conflict in the priorities assigned to custodial and educational goals, but also that such conflict may be related to a shift toward education becoming more important in N or D institutions.

State institutions with Title I programs appear to vary dramatically on most of the institutional and population descriptors. This variation was found to be related to the custody or treatment orientation of the institution. Custody-oriented institutions were characterized by their larger size, their overcrowdedness, and their higher proportions of custody staff. Custody orientation was also related to fewer education and treatment staff members per resident. Regular education and Title I programs in custody-oriented institutions placed

more emphasis on vocational education than did education programs in treatment-oriented institutions. Education programs in treatment-oriented institutions emphasized affective growth more than did programs in custody-oriented institutions.

Program Management

The ways in which Title I programs were managed in different institutions were examined and compared. The topics covered included effects of federal guidelines, monitoring and evaluation, and patterns of decision-making.

There is at least some knowledge of federal guidelines among almost all Title I state and facility administrators. The most widely known guidelines appear to be (1) that Title I should supplement existing education programs, rather than supplanting them; (2) that students must be under 21 years old to receive Title I services; (3) that Title I should serve the educationally deprived; and (4) that Title I should provide remedial instruction in reading and math. The primary means by which information about guidelines is disseminated is through the state education agencies. Title I administrators express considerable dissatisfaction about the lack of clarity of federal guidelines. Many administrators believe that guidelines are not being closely followed, either in their own states or across the country, even though the USOE-recommended program components exist in some form at almost every institution. When state coordinators were asked what changes they would recommend in federal guidelines, the most common responses dealt with eliminating specific requirements about student eligibility or program content. Frequently suggested changes were to provide subjects other than reading or math, to eliminate the age requirement, to expand eligibility beyond the neediest of the needy, and to remove the restriction that Title I must supplement existing programs.

The vast majority of Title I projects are monitored and evaluated by the state agencies. Monitoring is used to assess compliance with guidelines and to assess the need for changes in the program and in state assistance. However, state and

facility administrators are considerably dissatisfied with the quality of current project monitoring and evaluation.

State applicant agencies tend to be involved in decision-making about more aspects of program operations than are state education agencies. SAAs are more involved than SEAs in decisions on matters close to the facility or classroom level, such as defining the neediest students, setting goals for instruction, assigning resources for classes, and selecting basic instructional materials. On the other hand, the SEA appears to be more involved than the SAA in decisions on the level of funding and interpretation of federal guidelines.

Title I Funding

Information on funding was gathered to describe the amount and allocation of Title I funds used at the facility level to provide services to students. Generally, the largest single portion of the state or facility education budget came from state sources. Title I funds were the next single largest contributor. Little Title I money was retained by the state agencies; in fact, on the average, over 93 percent of the Title I money was distributed to the participating facilities.

The average Title I student in the sample facilities received $1358 in services from the combination of all funding sources. Of this amount, approximately $456 was derived from Title I. These figures varied considerably across institutions. Statistically significant differences in level of state per-student expenditures and total expenditures per Title I student were found between different facility types and facility climate types. The adult institutions received, on the average, half the amount of state funding per student that the delinquent facilities received. The average total per-student expenditure ranged from $2002, for institutions for the neglected, to $1469, for delinquent institutions, to $905, for adult institutions.

The major portion of Title I and state education money was allocated to the basic skills area. State education and other federal funds were used extensively for

vocational education. Of the funds spent for educational services, the largest portion (over 70 percent of Title I and 80 percent of state funds) went for personnel. Most of this money was spent for classroom teachers and aides, particularly in the case of Title I funds. The state money was the primary support for administrative services. The money not spent for personnel was channeled primarily into instructional materials.

Opinions Regarding Title I Success

Teachers and administrators were asked for their opinions about the impact of the Title I program, and whether they thought it was successful. The strongest aspects of the Title I program as reported by teachers and administrators in the sample facilities were individualized instruction and improvement in basic skills. Other aspects mentioned frequently were good staff, equipment and materials, and small class size. The most frequently mentioned weaknesses of the Title I program were the restrictiveness of the guidelines and insufficient funds.

Based on perceived effectiveness ratings, it appears that most Title I administrators and teachers think that the Title I program is improving the educational performance of participants.

Most respondents reported the existence of some spinoffs from the Title I program, and more positive than negative spinoffs were reported. Positive spinoffs included expanded use of needs assessment throughout a facility's education program, increased teacher awareness of new teaching methods, more positive staff attitudes toward remedial education, and increased student self-esteem.

The majority of state coordinators reported some problems in enforcing guidelines, particularly the "supplementing rather than supplanting" requirements. Facility personnel, on the other hand, sometimes reported problems that resulted from the successful enforcement of guidelines.

The most common suggestions made by administrators and teachers for changing the Title I program were to relax or change the guidelines and to increase the level of funding.

CHAPTER 2. STUDY DESIGN

Phase I of the evaluation was designed to collect information about representative Title I programs in state institutions, as well as management information from all state coordinators of the Title I N or D program, so as to describe the program accurately. The decision to select a representative set of programs in state institutions for data collection, rather than visiting all Title I programs, was motivated by a desire to keep research costs within reasonable limits, while still providing unbiased estimates of national program characteristics.

This discussion focuses on five major methodological areas of the research undertaken in Phase I: sampling (including project and respondent selection), instrument development, field operations (including communication with participants, selection and training of data collectors, data collection procedures and debriefing), coding, and data analysis. Each section of the chapter describes the principal features of the study design as implemented, the rationale for the particular strategies chosen, and any problems encountered that might affect the interpretation of the resulting data.

SAMPLING

The basic Phase I study design called for two kinds of activities in the field: interviewing all State Education Agency (SEA) and State Applicant Agency (SAA) Coordinators of the Title I N or D program in the United States and the territory of Puerto Rico, and visiting a representative sample of 100 Title I projects so as to be able to describe accurately the delivery of program services at the facility level across the nation. Within the selected facilities, the overall design called for a probability selection of individual respondents.

Since all state coordinators were interveiwed, the data derived at this level involve no problems of statistical inference (such as confidence limits or significance levels). The percentages contained in this report are precise

indicators of the activities and opinions of state coordinators, within the limits of measurement error. The sampling of projects and of individuals within projects, on the other hand, required somewhat more complex procedures, which are described in some detail below.

Project Selection

Rearranging or grouping projects on key characteristics (called "stratification") prior to selecting a portion of them for data collection normally increases the precision of estimates derived from the sample. Discussions with OPBE and USOE Title I program personnel during the spring of 1976 indicated that the only institutional and project information available was the type of facility (whether adult, delinquent, or neglected), the geographic region, the size of the resident population, and the number of residents eligible for Title I. Data about such project characteristics as the actual number of students served by the Title I program, the funding allocation to individual projects, per-capita student expenditures, and the educational approach being used, were unavailable. Since size of resident population was found to be highly correlated with number of students eligible for Title I, it appeared desirable to use only one of these two variables for stratification.

Before selecting the 100 project sites, Title-I-eligible institutions were stratified on three dimensions:

(a) type of facility
(b) geographic region
(c) number of Title-I-eligible students

The facility-type variable consisted of three categories: adult institutions, delinquent institutions, and institutions for neglected children. For the regional stratifying variable, the following four geographic areas were used:

Northeast: Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island, New York, Puerto Rico, New Jersey, Pennsylvania, Delaware, Maryland, District of Columbia

Mid-Atlantic/ Southeast:	Virginia, West Virginia, Kentucky, Tennessee, North Carolina, South Carolina, Florida, Georgia, Alabama, Mississippi, Arkansas, [illegible]ana
Midwest:	Michigan, Ohio, Indiana, Illinois, Wisconsin, Minnesota, Iowa, Missouri, Kansas, Nebraska, South Dakota, North Dakota
Mountain/ West:	Montana, Idaho, Wyoming, Utah, Colorado, Texas, Oklahoma, New Mexico, Arizona, Nevada, California, Oregon, Washington, Alaska, Hawaii

Two sets of categories for number of eligible students were used for stratification: (a) less than 70 students, and 70 students or more (for delinquent facilities); and (b) less than 45 students, and 45 students or more (for adult facilities). The groupings indicated for the latter two stratifying variables were chosen so as to distribute cases equally by cell, to the extent possible.

It was thought that facilities having extremely small numbers of students eligible for Title I would be likely to either: (a) have no Title I program actually operating at the facility; or (b) have a Title I program consisting mainly of equipment purchases, with little or no investment in instructional personnel. Conversations with state administrators confirmed this expectation. Due to the relatively low or non-existent Title I funding at such facilities, it seemed advisable to drop them from the sampling frame before selecting the sample. Setting a criterion level of eleven eligible residents or more had the effect of removing 124 facilities from the study population. It should be noted that the use of this procedure disproportionately eliminated adult facilities with relatively small numbers of residents. On the other hand, regional variations in the proportion of facilities removed from the frame were relatively minor.

Once the 460 remaining facilities had been stratified, projects were selected systematically with known probability so as to produce a nationally representative sample of all Title I projects in facilities having eleven or more eligible students. Table 2-1 shows the number of facilities selected from each stratum.

Table 2-1. Number of Sample Selections by Stratum

	Neglected Institutions	Delinquent Institutions		Adult Institutions	
		Eligible Students < 70	Eligible Students ≥70	Eligible Students <45	Eligible Students ≥45
Northeast	2	15	6	3	3
Mid-Atlantic/ Southeast	2	6	9	7	6
Midwest	2	4	7	4	4
Mountain/ West	4	5	6	3	2

In order to test for possible bias introduced by eliminating facilities having small numbers of eligible students, a comparison was run between the characteristics of facilities that participated in the Title I program in 1975-76 (as reported to SDC during Phase I data collection), and facilities that met USOE's requirements for eligibility in 1975-76 but did not participate in the program. Table 2-2 indicates that non-participating delinquent facilities were more often small institutions, with correspondingly small numbers of Title-I-eligible students, confirming our a priori expectations. For example, whereas 13.3 percent of all Title-I-participating facilities (N=437) were delinquent institutions in the northeast with fewer than 100 residents and less than 70

Table 2-2. Comparison of Title I Participating and Non-Participating Facilities[a]

	Neglected Institutions		Delinquent Institutions								Adult Institutions								Total Row Percentages	
			<100 Residents				≥100 Residents				<100 Residents				≥100 Residents					
			Eligible Students <70		Eligible Students ≥70		Eligible Students <70		Eligible Students ≥70		Eligible Students <45		Eligible Students ≥45		Eligible Students <45		Eligible Students ≥45			
Northeast	1.1[b]	0.0[c]	13.3	26.7	0.9	0.5	0.9	0.5	6.2	2.2	0.7	3.8	0.0	0.5	4.8	1.1	4.1	5.5	32.0[b]	40.3[c]
Mid-Atlantic/ Southeast	1.1	0.0	5.3	3.3	1.8	0.5	0.2	1.1	8.3	0.5	1.1	2.7	0.2	0.0	4.6	24.5	5.0	2.7	27.6	35.3
Midwest	1.1	1.1	2.8	0.5	1.6	0.5	0.5	0.0	6.4	1.1	1.4	4.3	0.2	0.0	3.9	2.7	3.0	1.1	20.9	11.3
Mountain/ West	2.3	0.0	3.2	3.3	0.7	0.0	2.7	0.0	5.7	0.5	0.0	0.5	0.0	0.0	2.5	8.7	2.3	0.0	19.4	13.0
Total Column Percentages	5.6[b]	1.1[c]	24.6	33.3	5.0	1.5	4.3	1.6	26.6	4.3	3.2	11.3	0.4	0.5	15.8	37.0	14.4	4.3		

[a]Entries in this table are expressed as percentages of the total number of facilities reported.

[b]Participating Facilities FY76 (N=437)

[c]Eligible But Non-Participating Facilities FY76 (N=184)

eligible students, over one-fourth (26.2 percent) of all eligible but non-participating facilities in the country (N=184) had this set of characteristics. Most of the non-participating adult institutions had small numbers of eligible students, regardless of the size of the resident population. The procedure of eliminating facilities with small numbers of eligible students prior to sample selection is thus unlikely to have produced any bias in the representativeness of the sample for Title I programs nationwide.

Since separate subclass estimates were desired for projects in institutions for neglected children, these facilities were oversampled so that a minimum of 10 state facilities for neglected children (of the 27 such institutions nationwide) would be selected for the Phase I site visits. The oversampling of facilities for neglected children required the use of weighting procedures in the analysis of overall project characteristics (due to unequal selection probabilities across strata), and reduced somewhat the number of cases available for estimation in the remaining subclasses (delinquent and adult institutions). The actual selection probability for neglected facilities was .370, while the selection probability for delinquent and adult facilities was .207.

It should be emphasized that the sampling frame for the Phase I study was constructed from eligible facilities, not facilities actually participating in the program. At the time of the study, no information existed at the federal level on which facilities were currently operating Title I programs. It was therefore necessary to draw replacements for facilities that were selected for the sample, but turned out to have no Title I program. Replacements were drawn at random from the same stratum as the original selection. Seventeen of the original selections were replaced in this manner.

Evidence for the representativeness of the resulting sample of facilities (with respect to the universe of facilities actually participating in the Title I

program) is shown in Table 2-3. Taking into account the intentional oversampling of neglected facilities (by a factor of 1.7) discussed earlier, it can be seen that the distribution for sample facilities closely approximates the characteristics of facilities that were implementing Title I programs in 1975-76.

Respondent Selection

The SEA Coordinators and all SAA Cordinators of the Title I N or D program were interviewed in each state, the District of Columbia, and Puerto Rico. The SEA Fiscal Officer in each location was also given a questionnaire on program cost information. At the facility level, all facility directors, facility fiscal officers, supervisors of education programs, and Title I supervisors were interviewed. Where possible, the following persons were interviewed in each facility: one academic education teacher, one vocational education teacher, one Title I math teacher, one Title I language arts teacher, two Title I adult/student aides, one custody staff member, and one treatment staff member. In each instance, these persons were selected at random from the roster of all persons in these roles. In addition, ten students from the list of all students participating in the Title I program in each sample facility were selected at random and interviewed in groups of four to five. Observations were also conducted in randomly selected Title I and non-Title I classrooms. We turn next to a discussion of the instruments that were developed for persons in each of these key staff roles and for classroom observation.

INSTRUMENT DEVELOPMENT

Since the basic objective of Phase I was to collect information about state agencies and representative Title I programs in state institutions, areas of interest to this description were delineated in the instrument development process. Identified areas of interest included: the characteristics of the institutional, educational, and Title I populations; the pattern of money flow; lines of federal/state institutional communication; institutional organization and climate (including custody vs. treatment orientation, institutional

Table 2-3, Comparison of Title I Participating Facilities and Sample Facilities[a]

	Neglected Institutions		Delinquent Institutions				Adult Institutions				Total Row Percentages	
			Eligible Students <70		Eligible Students ≥70		Eligible Students <45		Eligible Students ≥45			
Northeast	1.1[b]	2.0[c]	14.2	15.0	7.1	6.0	5.5	3.0	4.1	3.0	32.0[b]	29.0[c]
Mid-Atlantic Southeast	1.1	2.0	5.5	6.0	10.1	9.0	5.7	7.0	5.3	6.0	27.7	30.0
Midwest	1.1	2.0	3.2	4.0	8.0	7.0	5.3	4.0	3.2	4.0	20.8	21,0
Mountain/ West	2.3	4.0	6.0	5.0	6.4	6.0	2.5	3.0	2.3	2.0	19.5	20.0
Total Column Percentages	5.6[b]	10.0[c]	28.9	30.0	31.6	28.0	19.0	17.0	14.9	15.0		

[a] Entries in this table are expressed as percentages of the total number of facilities reported.

[b] Participating Facilities FY76 (N=437)

[c] Sample Facilities (N=100)

communication and conflict, decision-making mechanisms, and relative support for education and other institutional activities); the implementation of eight designated program components in Title I programs (needs assessment, performance objectives, program operations, program management, inservice education, testing and evaluation, program integration, and program spin-offs); and the comparison of Title I and regular correctional education programs. Items were constructed to yield information relevant to policy issues such as the nationwide role of Title I programs in institutions for neglected or delinquent youth, the various ways in which Title I programs are managed, and the appropriateness of the basic design of the Title I program for institutionalized youths.

Instruments were pretested in New York, Michigan, Georgia, and Washington. Several findings of the pretest influenced the configuration of the instruments. First, pretest results indicated large variations across institutions on most items. For many items, an exhaustive set of responses could not be specified that would adequately describe the complexity of actual Title I service delivery. Therefore, instruments were revised to a partially open-ended format; that is, questions were posed without a predefined set of possible response categories. For these items the respondent's answer was simply recorded verbatim by the interviewer.

A second pretest finding concerned the manner in which data would need to be obtained from various respondents. Respondents in the pretest indicated that, due to the sensitive nature of some of the questioning that related to the operations of correctional programs and staff interactions, a personal interview where rapport and trust could be established was essential. Personal interviews were seen as having the added advantage of reducing respondent burden by avoiding additional paperwork.

A final pretest finding was that Title I students were more likely to respond to questioning if they were interviewed in groups and their individual responses were made less salient.

Instruments took one of three forms: self-report questionnaires (SEA Fiscal and Facility Fiscal); interview instruments (State Coordinator, Facility Director, Education Program Administrator, Teacher, Adult/Student Aide, Custody/Treatment Staff, and Student); and observational forms (Institutional Environment, Classroom Observation, and Title I Materials Observation).

In the final stage of development, the instruments were reviewed by the Policy Advisory Group; the Research Advisory Group; the Office of Planning, Budgeting, and Evaluation (OPBE) in USOE; the Division of Education for the Disadvantaged in USOE; the Forms Clearance Office in USOE; the Education Data Acquisition Council (EDAC) in the Education Division of DHEW; the Office of the Secretary of DHEW; and the Office of Management and Budget (OMB).

FIELD OPERATIONS

Two major tasks were performed by the field operations staff during Phase I. First, staff members served as the focal point for all communication between the study staff and the facilities and agencies selected to participate in the study; second, they organized and managed the data collection teams and their activities. Having the responsibility for these tasks in the same organization ensured the smooth and timely flow of information between those participating as respondents, those collecting the data, and those responsible for training and supervising the data collectors.

Communications With the Participants

Shortly after the award of the contract, the Honorable Terrell H. Bell, then United States Commissioner of Education, wrote to all Chief State School Officers to notify them of the study. His letter discussed the reasons for

the study, the major purposes of the study, and the study design. Richard L. Fairley, Director of the Division of Education for the Disadvantaged, then sent an informational notice to all state Title I ESEA Coordinators. After the 100 institutions had been selected, Dr. John W. Evans, Assistant Commissioner of USOE's Office of Planning, Budgeting, and Evaluation (OPBE), wrote to all of the participating agencies and facilities to notify them of their selection as participants, to explain the purpose of the study, and to provide preliminary information on how the study would be conducted.

Shortly after these letters were sent, and during the time SDC was initially contacting the participants, the project staff provided additional information about the study to the correctional education community by publishing informational articles in professional corrections journals and attending the annual meetings of key professional associations. This attempt to make the correctional education community aware of the study not only developed good will and interest, but also enabled SDC to recruit qualified data collectors with corrections and education experience.

A member of the field operations staff then contacted each State Education Agency (SEA) and discussed the study with the individual responsible for Title I N or D programs within that state. The purpose of these calls was to introduce SDC, schedule the visit, and determine what other state agencies also had some responsibility for Title I programs within the N or D institutions in that state.

After these initial calls to the SEAs, each State Applicant Agency (Department of Corrections, Youth Authority, Agency for Neglected Children) within the state was contacted. During the discussions with the SAAs, an attempt was made to determine whether that agency had responsibility for the Title I programs in the facilities that reported to the agency. In addition, schedules for interviews were established and permission to contact the participating facilities in the state was obtained. The next step in this series of communi-

cations was to contact each facility in the sample. These calls provided SDC with the name of the person in charge of Title I programs, the number of students being served by Title I, the number of teachers in the Title I program and in the regular education program, and the focus of the Title I program. It is worth noting that all of the sample facilities agreed to participate in the study.

Follow-up mailings were sent to each agency and to the facilities selected to participate in the study. These mailings confirmed the schedule for the visit and provided suggested time allotments for the activities required during the visit, a list of roles that would be interviewed and/or observed, the method of selecting participants, and other information needed to enable the agencies or facilities to prepare for our visit. This package also included the fiscal questionnaire, which would be collected by the SDC data collection team during the visit.

A few days prior to each visit, one of the data collectors called the on-site contact person from the field to confirm the schedule and answer any remaining questions about the visit.

In order to encourage communications between the field operations staff and the participating agencies and facilities, a toll-free phone was established in the field operations office, and all participants were encouraged to call at any time. Due to certain delays in obtaining instrument approval, the schedule for data collection changed several times. Each such change required communications with the SEAs, SAAs, and facilities to reestablish a convenient time for the visits. Excellent cooperation was received from all states and facilities.

Selection and Training of Data Collectors

The collection of data in Phase I required 13 two-person teams to visit all SEAs and SAAs as well as the 100 facilities in the sample, in 10 weeks of actual data collection. The 26 team members were recruited, hired, and trained in three separate groups.

Data collectors were selected from among individuals having experience in corrections, correctional education, or compensatory education, and/or experience in collecting data on other large national education evaluations. Before the data collectors were selected, notices about the study and the need for data collectors were sent to professional organizations, universities and colleges, state correctional agencies, and minority placement agencies. The response was very gratifying; among the respondents were practitioners from the field of correctional education, individuals engaged in graduate degree programs in both corrections and education, and people who had taught compensatory education programs in the public schools. Many of these individuals had also been previously associated with other large educational research projects.

Three one-week training sessions were conducted during the fall of 1976. Each training session had two major objectives: (1) to introduce the data collectors to the objectives and design of the study; and (2) to prepare them to collect data using the study instruments. Various training methods were used including role playing, one-on-one encounters, fish-bowling, and reviewing the instruments item by item. Trainees were expected not only to be able to administer the study instruments, but also to understand why each item was important to the analysis plan. The strong backgrounds of the trainees greatly simplified the training task.

Data Collection

All Phase I data were collected during the fall of 1976, and represent the characteristics of the Title I N or D program at that time. During the first week of data collection, a member of the project staff spent the full week in the field with each of the data collection teams. The teams were thus monitored to ensure that they were well prepared for their tasks, and that an experienced staff member was available for questions during the team's first visit. After the first group of teams had been in the field for three weeks, they were split up and paired with members of the second group of trainees, who were going into the field for the first time. Similarly, the third group of trainees, starting three weeks later, were paired with experienced persons from both the first and second groups. The design of the data collection effort thus ensured that there would always be someone on each team with previous experience in collecting data for this study. Four separate data collection trips were made, with new teams being formed for each trip.

In addition to accompanying the teams to the field during the first week of data collection, the project staff monitored the teams during other field visits. These visits were scheduled so that each new data collector was observed toward the beginning of his/her first data collection trip, and periodically thereafter.

The data collection teams made two types of visits, one to state agencies and the other to facilities. Each visit to a state agency lasted about four hours and included a short briefing on the study. State-level visits took about two days per state, and typically included visits to the SEA and two SAAs, and preparation of a case study integrating the information obtained at the various state-level offices. Each visit to a facility took about three days, and included selecting and notifying the participants, conducting the necessary interviews, observing various classes and activities, writing a detailed facility case study, and editing the data to be returned to Santa Monica.

Participants were assured of the confidentiality of their responses and of anonymity for themselves and their agencies or facilities. Our procedure of

using numbers, rather than names, to identify respondents, and asking the facility to retain the selection list, was designed to guarantee that once the team left the facility, no record of who participated in the interview or observation would exist outside of the facility.

During Phase I, the teams administered the state Title I Coordinator instrument to a total of 52 SEA Coordinators and 73 SAA Coordinators. The Facility Director instrument was administered to all 100 facility supervisors and wardens. The Education Program Administrator instrument was used with individuals who were in charge of the entire education program, or who supervised the Title I program, or both--a total of 120 persons.

The total number of teachers interviewed was 313, of which 143 were Title I teachers (including 82 Language Arts teachers and 61 Mathematics teachers); 96 were non-Title I academic teachers; and 74 were non-Title I vocational teachers. Nine remedial specialists or diagnosticians were also interviewed using the Teacher questionnaire.

The Adult/Student Aide instrument was administered to 91 Title I aides. The Custody/Treatment Staff questionnaire was administered 186 times, including 79 interviews with custody personnel and 107 with treatment staff. The Student questionnaire was administered in group interviews to 857 Title I students.

The Class Observation form was used in 339 classrooms, of which 167 were Title I classrooms and 172 were non-Title I classrooms. The Materials Observation form was used 220 times and the Institutional Climate Observation form 95 times. A State Fiscal questionnaire was returned by every SEA, and every facility in the sample completed a Facility Fiscal questionnaire. A summary of the number of interviews and observations is provided in Table 2-4.

Debriefing Sessions

Upon the return of each team to Santa Monica, a member of the field staff and

Table 2-4. Numbers of Interviews and Observations Conducted

Role or Instrument	N
SEA Coordinators	52
SAA Coordinators	73
Facility Directors	100
Education Program Administrators	120
Title I Language Arts Teachers	82
Title I Mathematics Teachers	61
Academic Teachers	96
Vocational Teachers	74
Remedial Specialists and Diagnosticians	9
Title I Aides	91
Custody Staff	79
Treatment Staff	107
Title I Students	857
Title I Classroom Observations	167
Non-Title I Classroom Observations	172
Materials Observations	220
Institutional Climate Observations	95
State Fiscal Questionnaires	52
Facility Fiscal Questionnaires	100

a member of the editorial staff held a debriefing session with the team and reviewed the case studies for the visits they had just completed. These debriefing sessions served to alert the staff to any data problems, and helped to ensure that all important data points were included in the case studies.

In addition to these specific debriefings, general debriefings were held with all data collectors after their last trip. During these groups sessions, the data collectors were asked to provide general feedback on the study, the instruments, and their impressions of particular aspects of the overall Title I N or D program.

At both state agencies and institutions, the data collection teams were well received. Most respondents viewed the evaluation as a way to express themselves on Title I and felt that a national study of Title I N or D was long overdue. The data collectors reported that most people appeared to be very open and willing to discuss both the positive and the negative aspects of their programs.

CODING

Coding procedures were used to prepare the raw data for computer access. First, the data were coded into keypunch column fields. Strategies were established for two different types of data: precoded responses from forced-choice items, and open-ended narrative responses that were to be coded into numerical response categories.

Ten coders were selected, all of whom had prior experience in the coding of interview data. A week was spent in familiarizing the coders with the logic and intent of each questionnaire item, and in training them on the forced-choice items (items requiring a choice among predesignated response categories). Categories for the open-ended responses were developed somewhat later, after a sufficient number of interviews had been completed, and a second week of training was spent on open-ended responses at that time. As the coding got

underway, quality-control procedures were established. A minimum of 20 percent of the open-ended coding on each questionnaire was reviewed by the two supervisors for individual accuracy and consistency.

All data were also reviewed by a second coder to ensure that the correct numerical values were being entered in the appropriate column field and that the forced-choice coding was correct. Edits for logical consistency were also done at that time.

To establish the level of coding accuracy, a reliability check was conducted about three weeks after open-ended coding began. Coding reliability was defined as the percent agreement among coders on a given item. Completed items from all instruments except the state and facility fiscal questionnaires were included in the coder reliability check. Because of the large number of open-ended items on each questionnaire, a subset of completed items was selected from each instrument. Items were chosen on the basis of uniqueness (whether the item was in that questionnaire only) and analytical importance. Items that were replicated across instruments were selected from the most appropriate instrument. For example, a question about the strongest aspects of the Title I program that appeared in both the Adult/Student Aide questionnaire and the Education Program Administrator questionnaire was pulled from the latter instrument. The rest of the items were selected on a random basis. The total proportion reviewed was approximately 50 percent of all the open-ended items.

The ten coders all coded the same material. Eight examples of each type of questionnaire were coded, to ensure that at least five answers to a given item would be available from each coder. Answers that were either "no answer," "don't know," or "no problem/no change" were also not counted, as they could be expected to raise the percent agreement figure spuriously.

Items that consisted of "multiple mentions" (i.e., several different answers to a given question) were considered to be one item: the percent agreement

for all codeable mentions was totalled, and an average score for the item was computed. Some collapsing of discrete coding categories was done within logical groups of codes to approximate the types of aggregated classification groupings used for the Phase I analysis.

After one month of open-ended coding, the overall coder reliability score for the ten coders was a very respectable 79%. Table 2-5 shows the percent agreement for each instrument.*

Attempts were made to correct data that were found to be inconsistent, illogical, or missing during editing. An example of illogical or inconsistent data would be a sample sheet indicating no Title I aides at a facility and a completed interview schedule for an aide. Generally, a phone call to one of the data collectors who visited the site would clear up any problems with inconsistent data. Missing information for analytically important items (except open-ended items) was completed by first probing the memory of the data collectors who had visited the particular agency or institution. In cases where it was necessary, and for all open-ended items, the respondent was recontacted. For items involving actual figures (e.g., number of participants in the institution's Title I program or amount of Title I funds), the data were obtained directly from the appropriate respondent.

The coded data were then keypunched and 100 percent verified. After the keypunched cards had been loaded onto the computer system, the data files were fed through a cleaning program and a list of invalid item values was generated for each variable. The list was then examined for possible coding or keypunching errors. Logical inconsistencies were checked on an item-by-item

*The Facility Director instrument was omitted because it did not have a sufficient number of open-ended items.

Table 2-5. Percent Agreement Among Coders for Each Instrument, Computed After Three Weeks of Coding

Instrument	Percent Agreement	Range Over Items
State Title I Coordinator	79	87-71
Education Program Administrator	80	98-65
Teacher	82	85-68
Custody/Treatment Staff	77	81-72
Adult/Student Aide*	58	60-57
Student	81	92-77

*Figures are based on only two questionnaire items.

basis as needed for analysis. Both open-ended and forced-choice items were corrected through this data cleaning process.

DATA ANALYSIS

The analysis of Phase I data was oriented around five principal policy-related questions having to do with who is served by Title I N or D, the nature of the services provided, how the programs are managed, the environment within which the program operates, and the role of the states in the program. Within each of these broad policy questions a number of specific issues were addressed.

1. Who does the Title I program serve?
   - Number of participating students
   - Student selection
   - Differences between Title I students and non-Title I students

2. What are the services the Title I program provides?

   - Range of services provided
   - Educational content and methods
   - Project components
   - Title I staff
   - Integration of Title I programs and regular education
   - Title I program spin-offs
   - Success of Title I services in the opinion of administrators and teachers

3. How are Title I programs managed?

   - Decision-making about program operations
   - Funding
   - Federal guidelines

4. What is the environment within which Title I programs operate?

   - Physical facilities
   - Institutional climate
   - Supportiveness for education
   - Security requirements

5. What role do states have in the Title I program?

   - Intergovernmental assistance
   - Project monitoring
   - Agency-facility relationships

Several analytic procedures were employed in the analysis. These ranged from simple descriptive statistics such as mean and median to distributional information such as frequencies and percentages. Because of the heterogeneity of the data, it was often desirable to try to isolate the sources of variability. This was normally accomplished through the use of cross-tabulations with relevant variables, although other techniques such as correlational analysis were also employed where appropriate.

Beyond the simple level of description, one analytic technique was used that is of particular interest. The development of facility climate types and Title I program types was facilitated by the use of discriminant analysis. This technique identifies the variables that best combine to distinguish groups of projects. Thus, it is possible to classify groups of facilities on some relevant characteristic and determine what set of characteristics best distinguishes members of one group from members of another.

Another analytic tool employed was analysis of variance. This technique is used to determine whether identifiable groups differ with respect to their average values on a variable of interest. The results from this technique indicate whether one can legitimately (in a statistical sense) speak of the groups as being different with respect to that variable.

Prior to the actual data analysis, test runs were undertaken in order to compare weighted and unweighted estimates for key study variables. It will be recalled that facilities for neglected youth were intentionally oversampled. Individuals in certain roles within the facilities were also sampled with varying selection probabilities, in cases where there was more than one person of a certain type; thus weighting procedures were required for aggregating responses for the Title I programs nationwide. Test comparisons across several hundred variables indicated no significant differences between weighted and unweighted estimates. This was true for the introduction of facility-level weights, individual-level weights, and the combination of the two. Therefore, the estimates reported in the following chapters are unweighted.

CHAPTER 3. TITLE I SERVICES

This chapter describes the Title I services being offered to students in the N or D facilities. The following sections are included: (1) a description of the students participating in Title I programs; (2) a description of Title I program activities; (3) descriptions of the services provided in Title I classrooms, the instructional materials being used, and the classroom atmosphere; (4) a discussion of the staffing of Title I programs; and (5) comparisons of Title I program types, and comparisons of Title I with regular education programs, based on key program characteristics.

CHARACTERISTICS OF STUDENT PARTICIPANTS

One-third of the Title I students were 18-20 years old, another 30 percent were 16-17, and approximately 25 percent were 14-15. Neglected institutions had the youngest students, on the average. Title I students in delinquent and adult institutions were somewhat younger, on the average, than the general resident population, while in facilities for neglected children, they were somewhat older.

Title I students were 46 percent minority at neglected institutions, 54 percent minority at delinquent facilities, and 62 percent minority at adult facilities. The minority composition of the Title I student population resembles the overall resident population closely, with one exception: Blacks appear to be somewhat under-represented in Title I programs in neglected facilities.

Slightly more females are found among Title I students than in the general resident population (15 percent vs. 10 percent). For the Title I student population, the percentage of female students was 44 percent at neglected facilities, 10 percent at delinquent facilities, and 8 percent at adult institutions. However, whereas 17 percent of the residents at delinquent facilities are female, only 10 percent of the Title I students are female.

Table 3-1. Characteristics of Title I Students and Residents by Type of Institution

Characteristics	Neglected		Delinquent		Adult	
	Title I Students (%)	Residents (%)	Title I Students (%)	Residents (%)	Title I Students (%)	Residents (%)
Age						
13 or less	18	20	12	7	0	0
14-15	42	47	36	33	0	0
16-17	39	30	40	33	14	7
18-20	1	3	12	18	80	26
21 or more	0	0	0	8	6	66
Ethnicity						
Native American	6	2	2	1	1	1
Asian	1	0	1	0	0	0
Black	31	40	35	39	54	47
White	54	53	46	49	38	44
Hispanic	7	4	17	11	7	9
Sex						
Female	44	39	10	17	8	6
Male	56	61	90	83	92	94
Commitment Status						
Felony: Adult	0	0	11	16	92	98
Misdemeanor: Adult	0	0	3	1	7	2
Status Offender	8	10	8	11	0	0
Adjudicated Delinquent	0	7	74	71	1	1
Neglected Children	92	83	4	2	0	0
N	1095	1580	3846	6453	2529	28,017

With regard to commitment status, the majority of the Title I students (74 percent) in delinquent facilities are adjudicated delinquents; the rest are either adult felons or misdemeanants (14 percent), status offenders (3 percent), or neglected children (4 percent). In adult facilities, over 92 percent of the Title I students are adult felons. A slight difference is found between the Title I and the resident populations at delinquent facilities; 16 percent of the residents, but only 11 percent of the Title I students, are adult felons. At neglected institutions, Title I students are somewhat less likely to be adjudicated delinquents.

Title I teachers were also asked to estimate what percentage of their students had visual, speech, and hearing impairments; motor problems; hyperactivity; or dyslexia. Teachers at neglected institutions reported that 19 percent of their students had motor problems, as compared to 5 percent of the students at adult institutions and 4 percent at delinquent facilities. Severe visual impairments were reported for 9 percent of the Title I students at neglected institutions, 10 percent at delinquent institutions, and 14 percent at adult institutions. Approximately 10 percent of the Title I students were estimated as having speech disorders, and 5 percent were reported as having hearing problems.

Slightly more than 10 percent of the Title I students at neglected facilities were reported to have dyslexia, as compared to 10 percent of the students at delinquent facilities and 7 percent at adult institutions. Hyperactivity was the most commonly mentioned physical problem. Of the students at neglected facilities, 26 percent were reported as being hyperactive, as were 16 percent of the Title I students at delinquent facilities and 13 percent of the Title I students at adult facilities.

With respect to functional level, teachers estimated that 38 percent of the Title I students in neglected facilities were reading at grades 1-3, as were 38 percent of the students in delinquent facilities and 27 percent of the students at adult institutions (see Table 3-2). Less than one-third of all Title I reading students were perceived as functioning at a sixth-grade level or above, with adult institutions reporting the greatest proportion of students

Table 3-2. Functional Grade Level of Title I Students*

Grade Level	Neglected (%)	Delinquent (%)	Adult (%)
Reading/Language Arts			
1-2	19	18	11
3	19	20	16
4	23	19	12
5	19	16	19
6-7	13	16	22
8-9	6	6	14
10-12	1	4	7
N	9	50	28
Math			
1-2	19	6	7
3	23	16	11
4	20	25	14
5	18	19	16
6-7	16	21	26
8-9	5	9	20
10-12	0	4	5
N	6	38	21

*In reading or in math, entries are the average percentage of students in the given type of institution who are reported as functioning at a given level.

in this group (43 percent, as compared to 26 percent in delinquent facilities and 20 percent in neglected facilities).

Reported functional levels for math were slightly higher on the average than those for reading. Less than 30 percent of the Title I students were assessed by their math teachers as functioning at grade 1-3. Similarly, the proportion of Title I math students functioning at the sixth-grade level or above was somewhat higher than that reported for reading. It is worth noting that the reported proportion of Title I math students at the lowest functional levels was almost the same in both delinquent and adult facilities, despite differences in the average age of the students enrolled in these two settings.

Length of Exposure to Title I Program

About 80 percent of the Title I students in neglected institutions remain in the program for six months or more. Close to 60 percent of the Title I students in delinquent and adult facilities are enrolled in the program for six months or more (Table 3-3).

Significantly more teachers in delinquent institutions report students leaving the Title I program because they leave the facility. Fifty-four percent of those teachers reported that almost all of their Title I students leave in this manner, while less than 10 percent of the teachers in adult institutions report that a high percentage of their students leave the program for this reason. In contrast, 53 percent of the teachers in adult institutions report that their Title I students leave because of participation in a release program. Also, more Title I teachers in adult institutions report that their students leave the Title I program because of promotion into a regular class or graduation from school, for disciplinary reasons, or because of assignment to a work detail.

Table 3-3. Length of Stay in Title I Program*

Length of Stay in Months	Neglected (%)	Delinquent (%)	Adult (%)
<1	1	2	2
1	1	5	5
2	7	5	7
3	9	6	12
4	4	9	15
5	0	14	5
6	8	28	25
7	2	5	2
8	1	5	2
9	8	8	12
10-12	38	5	1
More than 12	22	9	12
N	1165	3286	2633

*Entries are the percentage of students in each type of institution who remain in the Title I program for a given length of time.

Numbers of Participating and Eligible Students

EPAs in sample facilities were asked to report the total number of Title I participants and eligibles on a typical day. These raw numbers were then inflated by ratio estimators reflecting the ratio of the number of Title I participating facilities of that type reported by state fiscal officers (fiscal year 1976) to the number of facilities providing participant/eligibility counts, in order to estimate the actual populations in Title I facilities nationwide. This ratio estimation procedure was done separately for neglected, delinquent, and adult facilities.

The estimated number of students being served by Title I on a typical day in the fall of 1976 was approximately 26,840, with about two-thirds of these students residing in institutions for delinquent youth. The breakdown by facility type is shown in Table 3-4. These numbers represent approximately 61 percent, 45 percent, and 11 percent of students enrolled in all educational programs in neglected, delinquent, and adult facilities, respectively. Similar projections for numbers of eligibles (defined as persons less than 21 years of age and without a high school diploma attending state supported elementary or secondary education classes) resulted in a total estimated eligible population of 51,310, with about two-fifths of those reported in adult institutions.

Table 3-4. Participating and Eligible Students

Facility Type	Number Participating	Number Eligible	Ratio of Participants to Eligibles
Neglected	2,550	3,530	0.72
Delinquent	16,730	25,570	0.65
Adult	7,560	22,210	0.34

It is interesting to note that the total number of eligibles in 1974 (as reported to USOE for fiscal 1976 funding purposes) was 45,088, with the largest proportion in delinquent facilities (65 percent, as compared with 27 percent in adult institutions and 8 percent in neglected facilities). The largest increase in the last two years in numbers of reported eligibles has clearly been in adult institutions--an 81 percent increase (from 12,294 to approximately 22,210 eligibles). This is due in part to the increase in the total number of persons incarcerated in adult institutions. The eligible population in both neglected and delinquent institutions has remained relatively stable during this period.

An examination of the overall proportion of participants to eligibles, by agency type, shows that 72 percent of the eligibles in neglected facilities are being served, 65 percent of those in delinquent facilities, and 34 percent of those in adult facilities. The low figure in adult institutions may be explained by the fact that adult institutions became eligible for Title I N or D funds only in 1973, and new projects are still being implemented. Also, the relatively small number of eligibles less than 21 years of age in the average adult institution may make it difficult both administratively and fiscally to establish a Title I program.

In order to examine the degree to which eligible youth are being served in the average institution, a ratio of reported participation to reported eligibility was calculated for each facility and then crosstabulated by type of facility (neglected, delinquent, and adult). As the data in Table 3-5 show, 40 percent of the delinquent institutions serve at least three-fourths of the eligibles; 22 percent of neglected institutions and 25 percent of adult institutions serve the same proportion. However, approximately 40 percent of the sample facilities reported serving less than one out of two eligibles.

Table 3-5. Ratio of Participants to Eligibles by Facility Type

Ratio	Neglected (%)	Delinquent (%)	Adult (%)
Less than .50	11	40	47
.51-.75	67	20	28
.76-.99	11	16	9
1.00	11	24	16
N	9	50	32

Adult institutions also reported the greatest number of needy eligibles (those eligibles performing at the lowest functional levels) not being served (Table 3-6). Only 17 percent of the adult institutions reported that all needy eligible residents were being served (i.e., the number of needy not being served equaled zero), while 30 percent of the neglected facilities and 46 percent of the delinquent facilities reported that all needy eligibles were being served. Over one-third of the adult institutions also reported the number of needy eligibles not being served to be 76 residents or more. None of the neglected facilities, and only 12 percent of the delinquent institutions, reported such a high number.

Table 3-6. Percent of Institutions Reporting Various Numbers of Unserved Needy Eligibles

Needy Eligibles Not Served	Neglected (%)	Delinquent (%)	Adult (%)
0	30	46	17
2-15	10	8	17
16-25	10	10	14
26-39	30	8	10
40-75	20	16	7
76 or more	0	12	34
N	10	50	29

Since Title I funding has remained relatively constant over the past several years, despite general increases in the population of N or D institutions and increases in per-student costs due to inflation, it is important to examine the increase or decrease over time in the number of needy eligible students not being served. The data in Table 3-7 indicate that the adult institutions more often report an increase in the number of unserved needy residents. Compared to the number of neglected and delinquent institutions reporting increases (30 percent and 19 percent, respectively), 46 percent of the adult institutions reported increases in the number of unserved needy residents during the past three years.

Table 3-7. Changes in Number of Unserved Needy Residents

Changes	Neglected (%)	Delinquent (%)	Adult (%)
Increased	30	19	46
Decreased	10	19	7
No Change	60	62	46
N	10	48	28

Adult institutions also reported more difficulty over the past three years in maintaining Title I program services at their previous level; 40 percent of the adult facilities reported problems, as compared to 24 percent of the delinquent facilities and 20 percent of the neglected institutions. The most commonly mentioned reason for the difficulty was reduction in the level of funding or no increase in the level of funding despite inflationary pressure on normal program expenses. Unfortunately, the respondents felt that there was no solution to this problem. Adult institutions are experiencing serious problems in delivering Title I services at the present time. Large increases in their resident populations and changes in their population composition over the past few years have not been accompanied by increases in the level of their Title I funding.

Student Selection

When Title I supervisors were asked about the selection criteria for student participation in the program, the most frequently mentioned response was "the results of a special diagnostic test given at the facility are reviewed." Seventy percent of the respondents mentioned this, with neglected institutions reporting diagnostic tests significantly more often than the other two facility types.

Table 3-8 displays data showing that the results of diagnostic testing done either at the facility or somewhere else (diagnostic center, or previous school in the case of neglected facilities) are used by the facilities for student selection, along with other information. Neglected institutions were significantly more likely to base selection on previous school records, probably because of the age of their population and because these children are more likely to have been in schools for consistent periods of time prior to institutional commitment. Participation in education programs (including Title I) in adult institutions is usually voluntary.

Table 3-8. Selection Criteria for Participation in Title I Program

Criteria	Neglected (%)	Delinquent (%)	Adult (%)
Special diagnostic tests done at the facility	100	70	60
Tests done at a state reception center	60	44	50
Personal recommendations made by facility personnel	80	42	47
Student interviews	40	34	53
All eligibles who are willing	10	28	70
Test/records of previous school	80	30	20
N	10	50	30

When asked what they thought would be the best way to select students for the Title I program, over half of the Title I supervisors mentioned diagnostic testing, with no significant differences by type of facility. Similarly, over 60 percent of the teachers surveyed mentioned diagnostic testing as the best way to select students for Title I program participation. Only 15

percent of the Title I supervisors and 2 percent of the teachers advocated enrolling all currently eligible students. When asked who defines "the neediest of the needy" students, 48 percent of the state Title I coordinators reported that it was a facility-level decision, 24 percent said it was a state-level decision, and 27 percent said it was a joint decision. In contrast, fewer than 10 percent of the facility EPAs felt they had final decision-making power in defining the neediest students.

EPAs were asked to define the "neediest of the needy" or "priority" students. The most frequently given definition was in terms of test scores (35 percent). Another 20 percent mentioned that priority students were those who were functioning below expected grade-level. Only 7 percent of the EPAs at adult facilities mentioned this (since the the resident population at adult facilities is generally not of public school age, expected grade-level is meaningless as a criterion), as compared to 47 percent at neglected facilities and 20 percent at delinquent facilities.

EPAs were asked if there had been any changes in the definition of priority students in the past three years. About 20 percent reported there had been some change during that time period. The most commonly mentioned change was that priority was more objectively determined by means of diagnostic testing.

Where special Title I needs assessment is done (at 70 percent of the institutions), the most frequently mentioned type of testing was academic achievement; such testing was mentioned by 87 percent of the Title I supervisors (see Table 3-9). The next most frequent type was tests for special learning problems (50 percent); other testing, including personality, IQ, and attitudinal, was generally mentioned by a third of the sample. When asked what specific diagnostic tests were used, 56 percent of the Title I supervisors mentioned a combined reading and math achievement test, 32 percent mentioned a reading test, and 11 percent a mathematics achievement test. Only 5 percent of the overall sample of facilities are not conducting an objectively defined needs assessment program.

Table 3-9. Types of Title I Student Needs Assessment Conducted

Title I Needs Assessment Type	Neglected (%)	Delinquent (%)	Adult (%)
Academic achievement	100	83	88
Special learning problems	67	58	32
Attitudes toward learning and education	44	39	36
Ability	56	31	28
Socio-emotional development	44	36	24
Physical development/problems	33	25	16
N	9	36	25

It is also important to see in what ways needs assessment results are used in the process of selecting participants for Title I. Over two-thirds of the EPAs said they used needs assessments for the selection of students for participation in the Title I program. Over 90 percent of the facilities reported using needs assessment data for the placement of students in individualized learning programs.

Title I supervisors at the facilities were asked what could be done to improve the needs assessment procedure. About one-fifth of the respondents said they needed to have better tests, or more money and/or staff for administering and interpreting results. Additionally, another 8 percent suggested the implementation of criterion-referenced testing as one way to improve the diagnostic testing. Ten percent of the respondents felt that needs assessment could be improved with additional input from teachers or students.

TITLE I PROGRAM ACTIVITIES

In general, the facilities operate their own Title I programs, rather than contracting with a local school district to do so. Total student exposure to Title I reading instruction averages 96 hours, while total exposure to math instruction averages 89 hours. Typically, the number of students per staff member (for instruction) is five.

The Title I programs being offered are presented in Table 3-10. As can be seen, the greatest emphasis by far is placed on reading and/or math in all three types of facilities. However, a variety of other Title I programs are being offered by a few facilities. The average size of these programs on a typical day in the fall of 1976 was 61 students (102, 63, and 51 in neglected, delinquent, and adult institutions respectively).

This section explores the implementation of four activities that are directly relevant to a description of these Title I programs: program integration, performance objectives, testing and evaluation, and inservice education.

Program Integration

The coordination of Title I instructional activities with other education programs was explored by means of a question asked of Education Program Administrators (EPAs) concerning the relationship of Title I to other ongoing educational activities of the institution. In most institutions Title I staff work together much more closely with academic education staff than with vocational education staff. Close cooperation and coordination between Title I and academic education staff are reported in approximately three-fourths of the Title I facilities.

Performance Objectives

Several items in the teacher questionnaire dealt with the use of performance objectives in Title I instruction. Data from these items indicate that in the

Table 3-10. Percent of Facilities Offering Various Types of Title I Programs

Program Offered	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Reading	100	91	90
Math	80	83	83
General Equivalency Diploma	0	11	3
Cultural Awareness/Intergroup Relations	0	4	3
Cultural Enrichment	10	2	3
Social Studies	20	9	10
Other Academic Courses	20	11	7
Career Education	0	4	10
Vocational	20	6	0
Bilingual	0	4	7
Counseling	10	2	3
Survival Skills for Living in Free Society	10	6	7
Health	0	2	0
Morals/Ethics	0	2	3
Special Education	20	7	0
N	10	54	30

large majority of cases, individual student performance objectives are updated on at least a monthly basis, and that in at least half the cases, feedback to students on their specific strengths and weaknesses is given on at least a weekly basis. There were no statistically significant differences among facility types, or in comparing results for reading vs. mathematics instruction.

Testing and Evaluation

Three items from the questionnaire for EPAs are of particular interest for describing testing and evaluation efforts. The first item asked the administrators to indicate the focus of their evaluation activities. The major focus of program evaluation was reported as being student achievement, followed by program implementation and program success in meeting objectives.

The second item dealt with the types of data collected for evaluation. On the average, four to five different types of data were collected, with classroom observations, record reviews, and standardized tests being the most frequently collected information.

The third item explored how the evaluation results were used. The main uses of evaluation results were to assess student learning and to modify the program, although other uses were also in evidence (see Table 3-11).

Inservice Education

Expenditures for inservice education are very small, generally about 1 percent of the total budget. The kind of inservice education available does not differ appreciably by facility type, although adult facilities offered relatively fewer hours, on the average, during the past three years (295 hours, compared to 524 and 414 hours for neglected and delinquent facilities). A large variety of subjects is offered, ranging from remedial instruction to students' legal rights. Education related to teaching is the most common. Table 3-12 shows the time spent in various types of inservice education during the past

Table 3-11. Uses of Title I Program Evaluation Results (Percent Saying "Usually Used for this Purpose")*

Use of Evaluation Results	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
To modify program	70	75	73
To modify performance objectives	50	60	60
To determine inservice education needs	50	49	35
To assess student learning	80	85	93
To assess teacher performance	30	44	62
To re-fund program	50	70	56
N	10	46	27

*Item scale: 1 = Never used for this purpose
2 = Occasionally used for this purpose
3 = Usually used for this purpose

three years for Title I staff at the three types of facilities. Inservice education is organized by a variety of supervisors and administrators. The selection of topics is generally made by surveying the teachers, although needs assessments and selections by the EPAs are also used.

Participation in inservice education differs according to facility type. Of the neglected facilities, 62 percent have mandatory attendance at such sessions, compared with only 30 percent of the delinquent and 35 percent of the adult facilities. These numbers are reflected in the actual attendance; 90 percent of the Title I staff at neglected facilities usually participate, compared to only about 75 percent of the Title I staff at delinquent and adult facilities.

Table 3-12. Hours of Title I Inservice Education by Type of Facility

Types of Education	Hours in Past Three Years		
	Neglected	Delinquent	Adult
Remedial Instruction	28.4	33.5	21.0
Learning Problems	28.4	10.9	7.5
Teaching Basic Reading Skills	28.2	31.9	22.0
Education of Slow Learners	27.4	10.7	4.1
Individualized Learning	24.6	15.8	13.3
Teaching Academic Subjects	24.3	7.0	5.7
Building Self-Esteem	24.3	8.1	1.2
Education of the Disadvantaged	23.4	9.5	4.1
Utilizing Teaching Skills	18.8	11.4	11.0
Intergroup Relations	17.8	12.3	3.8
Teaching Basic Math Skills	17.6	23.7	13.2
Multicultural Education	13.3	10.4	0.8
Objectives-Based Education	9.3	12.5	6.2
Needs Assessment	8.9	0.9	0.3
Education of Institutional Students	6.0	12.8	11.8
Student Tutoring	4.3	2.0	2.7
Security Procedures	3.6	3.6	13.7
Students' Legal Status and Rights	3.0	3.7	0.1
Drugs	2.5	0.8	0.0
GED, APL, ABE	1.5	2.2	7.2
Bilingual Education	1.1	0.7	1.2
All Other	0.4	1.4	1.1
N	9	39	26

Where participation is voluntary, released time and paid travel expenses are reported as the most common incentives. Table 3-13 gives a further breakdown of types of incentives. The most frequently reported problems were "no time when all of the staff are free" and "lack of funds for training." The relative frequencies of the types of problems mentioned are shown in Table 3-13.

Table 3-13. Incentives and Problems Related to Inservice Education

Participation in Inservice Education	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Incentives			
Released Time	33	65	44
Paid Travel Expense	22	55	61
Credit Toward Degree or Tenure	11	25	28
Extra Pay	0	2	6
All Other	0	5	6
Inservice is Mandatory	62	30	35
N	9	40	18
Problems			
No Administrative Support	30	10	7
Lack of Awareness of Training Needed	20	20	7
Lack of Funds for Training	20	35	21
No Time When All Staff are Free	20	33	21
Lack of Training Materials	20	20	7
Unwilling to Spend Unpaid Time	10	18	0
Lack of Interest	10	0	7
All Others	10	6	3
N	10	51	29

CLASSROOM ACTIVITIES, MATERIALS, AND ATMOSPHERE

Data were collected from Title I language arts/reading and math teachers concerning how much time they spent on various instructional areas. In addition, several items from the classroom observation form describe aspects of class activities.

Table 3-14 details the content areas emphasized by language arts/reading teachers, and Table 3-15 presents similar data for math teachers. In language arts/reading, the major emphasis in classroom activities is on vocabulary development, literal comprehension, and learning to follow directions, although other areas are also emphasized. In math, by far the greatest emphasis is on fundamental operations, followed by practical mathematics and equations/word problems.

As discussed earlier, a random selection of Title I and non-Title I classrooms was also observed in order to obtain information on staff-student and student-student interactions. The classroom observations indicated that a substantial amount of classroom time was devoted to practicing various skills: 61 percent in neglected facilities, 55 percent in delinquent facilities, and 51 percent in adult facilities. Also available from the classroom observations was a measure of the amount of structure in classroom activities. Structure was defined as the degree to which the teacher assigns tasks (structured) as opposed to the students' choosing the tasks (unstructured). Over 60 percent of the classes were rated as completely or mostly structured, although there appears to be somewhat more emphasis on an unstructured approach in the delinquent and adult facilities than in neglected facilities.

Finally, the classroom observations indicated whether students worked individually, in small groups, or as part of the entire class. Table 3-16 presents the percentage of time students spent in various instructional configurations. The most common configurations involved individualized and whole-group instruction, with individual activities predominating.

Table 3-14. Instructional Areas Emphasized in Language Arts/Reading Classes (Percent Saying "Much Time")*

Instructional Area	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Vocabulary	50	68	67
Following directions	30	66	56
Literal comprehension	63	52	66
Word recognition	80	51	46
Phonetic analysis	60	49	35
Listening	20	49	32
Interpretive comprehension	33	46	39
Discrimination (letters & sounds)	45	32	21
Spelling	10	30	38
Critical comprehension	0	28	28
Locating material	5	25	27
Structural analysis	25	22	17
Writing	10	22	23
Reading rate	20	17	38
Pictorial and graphic skills	0	15	20
N	10	51	25

*Item Scale: 1 = Little or no time
2 = Some time
3 = Much time

Table 3-15. Instructional Areas Emphasized in Mathematics Classes (Percent Saying "Much Time")*

Instructional Area	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Functional operations	83	76	80
Practical mathematics	67	42	56
Equations and word problems	67	24	22
Measurement	33	22	32
Number principles	30	18	16
Exponents, roots, expanded notation	33	17	26
Set theory	17	7	9
Geometry	17	2	18

*Item Scale: 1 = Little or no time
2 = Some time
3 = Much time

In general, the Title I classrooms appear to have the basics: movable furniture, good ventilation, and good lighting. However, a significantly smaller proportion of adult facilities were observed to have adequate working space and attractive furnishings. Casual furnishings were observed significantly more often in delinquent facilities than in other facilities, although the proportion of classrooms having casual furnishings was still quite low (19 percent). Special-purpose areas were observed in approximately half of the classrooms, and walls separating teachers' groups were used in over 40 percent of the classrooms.

Table 3-16. Average Percentage of Observed Time Students Spent in Various Instructional Configurations in Title I Classrooms

Instructional Configuration	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Working alone with instructional equipment	34	19	34
Working alone without equipment	9	24	19
Working individually with teacher	24	31	20
Working individually with aide	4	6	4
Working as part of class with teacher	21	11	18
Working as part of class with aide	0	3	1
Small group with teacher	3	3	2
Small group with aide	5	2	1
Working with other students, no staff	0	1	1
N*	18	101	47

*Reported N's are the number of classes observed.

Table 3-17 indicates, for reading and math, the relative percentages of time students spent using various types of instructional materials (as estimated by teachers). In language arts/reading, written materials (texts, newspapers, etc.) and student worksheets were the most commonly used materials, although other types were also used fairly extensively. In math, however, student

worksheets and audiovisual equipment were by far the most commonly used materials. Differences among facility types on these items were not significant.

Table 3-17. Percentage of Time Students Spent Working With Various Instructional Materials

Types of Materials Used	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Language Arts/Reading			
Written materials	28	33	22
Reading packages and kits	22	12	18
Reading-related devices, equipment	5	10	12
Student worksheets	38	25	23
Audiovisual equipment	7	19	25
N	10	47	25
Mathematics			
Written materials	4	14	6
Math packages and kits	2	8	4
Math-related devices, equipment	0	1	1
Student worksheets	11	42	46
Audiovisual equipment	83	35	44
N	6	39	22

In general, the Title I teachers were warm and friendly, and mildly to very enthusiastic as subjectively rated by observers. Interaction between teachers and students is fairly frequent. In general, when a student makes an error, the teacher is most likely to offer constructive criticism, rather than ignoring the error or ridiculing the student. Students are most likely to respond to the teacher in a secure, open manner, to be spontaneous, or to be reserved, rather than to be angry, fearful, or withdrawn.

Interactions among students in the classroom are fairly rare, but when they occur they are most likely to be cooperative and friendly (but not enthusiastic), rather than aggressive or argumentative.

Student Perceptions

Students were asked to agree or disagree with a series of attitudinal statements reflecting their involvement in the program, the practicality of their educational experience, and the treatment orientation of their environment. While students were interviewed in groups to minimize the salience of their individual responses (and lend greater credibility to the assurances of anonymity), there may still have been some tendency to provide socially acceptable responses.

Two-thirds or more of the students responded in a positive manner to program involvement statements such as "Title I classes are interesting," "students like their Title I classes," "students put a lot of energy into what they do in Title I classes," and the like (see Table 3-18). Statements receiving the highest levels of agreement and disagreement were "students in Title I classes try to get better at reading and doing math" (over 80 percent agreed), "students never know what they are supposed to be doing" (over 80 percent disagreed), and "teachers tell students when they are doing well" (over 80 percent agreed). Across program involvement items as a whole, students in facilities for the neglected showed somewhat less motivation, interest, and satisfaction than students in

Table 3-18. Percent Agreement With Statements Regarding Program Involvement, Practical Orientation, and Treatment Orientation

Statements	Neglected (%)	Delinquent (%)	Adult (%)
Program Involvement			
Students in Title I classes try to get better at reading and doing math.	91	84	93
Students never know what they are supposed to be doing.	24	11	18
Teachers tell students when they are doing well.	81	87	82
Students like their Title I classes.	84	76	77
Students put a lot of energy into what they do in Title I classes.	64	78	77
Title I classes are interesting.	64	74	80
Students in Title I classes hardly ever talk to each other.	22	24	30
Students don't do anything around here unless teachers ask them to.	64	74	80
Materials used in Title I classes are boring.	33	42	35
Teachers get upset by a lot of little things.	78	58	47
Practical Orientation			
Students are expected to work toward their goals in Title I classes.	94	88	83
Students will remember what they learned in Title I classes long after they leave this facility.	63	68	83

Table 3-18. Percent Agreement With Statements Regarding Program Involvement, Practical Orientation, and Treatment Orientation (Cont'd)

Statement	Neglected (%)	Delinquent (%)	Adult (%)
Practical Orientation (Cont'd)			
Students are not in Title I classes long enough to make any difference in how they read or do math.	30	29	30
Students feel better about themselves after they have been in Title I classes for awhile.	66	64	79
Title I classes don't help to prepare students to get and keep a job after they leave this facility.	30	35	49
Title I classes put a lot of emphasis on what residents will be doing after they leave these classes.	44	58	50
Title I classes emphasize making plans for getting out of this facility.	62	58	45
Title I classes put little emphasis on students' practical problems.	29	54	69
Treatment Orientation			
Staff encourage residents to go to school and better themselves.	89	85	39
Staff would rather see residents work than go to school.	14	22	69
Residents aren't afraid to say what they really think around here.	69	63	52

Table 3-18. Percent Agreement With Statements Regarding Program Involvement, Practical Orientation, and Treatment Orientation (Cont'd)

Statements	Neglected (%)	Delinquent (%)	Adult (%)
Treatment Orientation (Cont'd)			
Residents rarely talk about personal problems with staff around here.	53	42	76
Staff go out of their way to help residents "get their heads together."	52	68	24
Staff aren't too interested in what happens to residents once they leave this facility.	33	48	79
Staff don't order residents around here.	42	28	24
Residents are careful about what they say when staff are around.	59	75	84
N	69	437	229

delinquent and adult institutions. Staff perceptions tend to corroborate this finding. Teachers and other staff at delinquent and adult institutions were less likely to report problems with student motivation than were staff members at neglected facilities.

Items having to do with the practical orientation (see Table 3-18) of the Title I program showed that about half of the students felt Title I to be of practical assistance. Over 40 percent of the students felt that Title I classes help them with problems of everyday life, and approximately 60 percent felt that Title I classes helped to prepare them to get and keep jobs after they left the institution. Items receiving the highest agreement were those

involving a perception of working toward goals in Title I classes, the likely durability of gains after leaving the facility, and reports of increased self-esteem through participating in Title I classes. Students in adult institutions were somewhat less positive about these practical aspects of Title I instruction than their counterparts in neglected and delinquent facilities.

Students were also interviewed about their relationships with teachers, other students, and the program content. Three-fourths of the students interviewed said that they thought all of their Title I teachers liked them (see Table 3-19), and responses were similar with regard to their vocational education teachers; however, only about half thought they were liked by their academic education teachers.

Table 3-19. Percent of Students Saying That All of Their Teachers Like Them

Program	Neglected (%)	Delinquent (%)	Adult (%)
Academic Education Teachers	39	57	52
N	69	446	160
Title I Teachers	70	75	80
N	75	460	223
Vocational Education Teachers	90	66	88
N	21	251	52

Students were also asked how they perceived themselves in relationship to non-Title I students, and how their peers felt about them. The vast majority (72 percent) felt that all students are the same, although 15 percent felt that Title I students were not as smart as other students. When reporting on the perceived attitudes of their peers, however, almost 25 percent indicated that Title I students were viewed as being less smart than other students. This attitude was particularly pronounced in neglected facilities, where 45 percent of the students interviewed expressed this belief. Nevertheless, 90 percent of the Title I students interviewed felt that they could complete high school, and 80 percent said that they planned to do so.

Sixty percent of the Title I students interviewed felt they were learning a lot in their Title I classes, while only 49 percent felt they were learning a lot in their academic education classes. Neglected students were less likely to report that they were learning a lot in any of the education programs. Students were also asked if they would stop taking Title I classes if they could. Over 60 percent said they wouldn't stop taking any of their Title I classes, compared to 50 percent who felt that positively about their academic education classes. As might be expected, students in adult institutions were even more positive, with 69 percent saying they would continue taking Title I classes.

Sixty-three percent of the students interviewed felt that reading was taught better in Title I classes than in other classes they had had, and 72 percent felt that their Title I math classes were taught better than others they had had. Their good opinion was based mainly on the teaching methods (including getting enough attention) and types of materials being utilized. Where students reported negative feelings toward the classes, they most often mentioned inadequate teaching and inappropriate materials (e.g., too childish, too easy, etc.). A substantial number of the students interviewed wanted a more intense educational exposure, i.e., more total contact hours and/or longer class periods. Students in adult institutions were much more likely

to request more exposure (26 percent) than were students in delinquent facilities (10 percent) and at neglected institutions (5 percent).

In conclusion, Title I students like the Title I program and many would like more exposure--more classes and more time in school. They appeared to be satisfied with how they were being taught and with what they were learning.

TITLE I STAFF CHARACTERISTICS

This section discusses the demographic characteristics and experience of EPAs, Title I teachers, and Title I adult aides; and the recruitment and retention of Title I staff. Unless specifically noted, no significant differences between facility types were found.

Demographic Characteristics and Experience

Table 3-20 displays the sex, ethnicity, and average age of EPAs, Title I teachers, and Title I adult aides in the three types of facilities (neglected, delinquent, and adult). In racial/ethnic background, most of the EPAs and Title I teachers are Caucasian, while the Title I adult aides are about equally divided between Black and Caucasian. With respect to age, the Title I supervisory and teaching staff were found to be relatively younger in facilities for the neglected than in delinquent and adult institutions. Adult institutions employ the lowest proportions of women as teachers and aides.

Almost all of the EPAs reported graduate degrees or graduate-level coursework. Over 40 percent of the Title I teachers have also attained this level of formal education. EPAs and Title I teachers also appear to have a rich background of experience in both correctional and non-correctional settings, as can be seen in Table 3-21.

Table 3-20. Demographic Characteristics of Interviewed Title I Staff

Demographics	Neglected (%)	Delinquent (%)	Adult (%)
EPA			
Sex			
Female	10	39	13
Male	90	61	87
Ethnicity			
Black/Negro	10	19	13
Caucasian/White	90	73	87
Hispanic	0	8	0
Other Minority	0	0	0
Average Age	44	40	40
N	10	52	31
TITLE I TEACHER			
Sex			
Female	88	64	38
Male	12	36	62
Ethnicity			
Black/Negro	25	20	15
Caucasian/White	75	71	81
Hispanic	0	6	4
Other Minority	0	2	0
Average Age	28	33	35
N	16	90	47
ADULT AIDE			
Sex			
Female	80	62	29
Male	20	38	71
Ethnicity			
Black/Negro	40	28	45
Caucasian/White	60	62	44
Hispanic	0	11	11
Other Minority	0	0	0
Status			
Inmate	0	13	58
Non-inmate	100	87	42
Average Age	32	28	26
N	5	47	36

Table 3-21. Average Years of Prior Work Experience of Title I Staff

Experience	Facility Type		
	Neglected	Delinquent	Adult
EPA			
Correctional Setting			
Teaching	3.4	2.7	2.5
Non-Teaching	0.0	1.5	1.1
Administrative	2.6	4.7	4.3
Non-Correctional Setting			
Teaching	7.3	4.6	3.6
Non-Teaching	0.3	0.7	0.6
Administrative	8.6	2.1	1.1
N	10	49	30
TITLE I TEACHER			
Correctional Setting			
Teaching	1.9	3.8	2.5
Non-Teaching	0.3	0.5	0.3
Administrative	0.0	0.5	0.1
Non-Correctional Setting			
Teaching	4.4	4.2	5.8
Non-Teaching	0.6	0.7	1.0
Administrative	0.0	0.2	1.3
N	16	89	46

Recruitment and Retention of Title I Staff

Title I teachers were hired directly by the facility at 60 percent, 74 percent, and 55 percent of the neglected, delinquent, and adult facilities, respectively. Other common placement methods are assignment by administrators outside the facility, and employment through the local school system. Nearly all of the facilities require appropriate state certification of potential teachers. Recommendations from supervisors, coursework in teaching low achievers, and

experience with disadvantaged students are other important criteria used in hiring Title I teachers. Table 3-22 shows a full analysis of the recruitment of Title I teachers.

More than 90 percent of the facilities reported problems in recruiting their Title I staff. The most common problems reported were few applicants, applicants with poor qualifications, and the inconvenient location of facilities. Table 3-23 gives a list of the problems and their relative frequencies within facility type.

About half of the facilities have problems keeping their Title I staff. The percentage of Title I teachers that leave yearly is 10, 18, and 26 percent for neglected, delinquent, and adult facilities, respectively. The major problems reported are "not enough pay," "student discipline problems," "wanting to teach in public schools," and the "location of the facility." A complete list, with the relative frequencies of these problems, is given in Table 3-23.

Staff Perceptions of Title I Students

In one important question, aides, teachers, and custody/treatment staff were asked about the kinds of problems they had with students. Of the three groups of respondents, aides reported the fewest problems with students, and custody/treatment staff reported the most. Overall, 20 percent of the respondents reported that they had no problems with their students.

Where staff members did have problems with students, they reported discipline problems, social interaction problems, emotional problems, and problems due to institutional structure or organization (e.g., lack of adequate time with students). Discipline problems--including "acting out" in class, not listening to staff, running away--were mentioned by 27 percent of the custody/treatment staff and 22 percent of the education staff (teachers and aides).

Table 3-22. Recruitment of Title I Teachers

	Facility Type		
	Neglected (%)	Delinquent (%)	Adult (%)
Recruiting Methods for Title I Teachers			
Facility hires teachers directly	60	74	55
Teachers assigned to position	50	38	28
Through local school system	30	8	10
State personnel system hires teachers	10	22	21
Teachers transferred from other facilities	10	14	31
Other	20	23	21
Criteria Used in Hiring Title I Teachers			
Appropriate state certification	90	92	100
Recommendations from supervisors	80	48	62
Course work in teaching low achievers	70	58	55
Experience with disadvantaged students	60	62	52
Personal qualities, enthusiasm	40	22	14
Experience in correctional setting	10	24	10
Referral from state agency	10	44	48
Course work or training in counseling	10	16	17
Course work or training in corrections	0	10	7
No special criteria used	0	6	0
Other	11	22	22
N	10	50	24

Table 3-23. Problems in Recruiting and Retaining Title I Staff

	Facility Type		
	Neglected (%)	Delinquent (%)	Adult (%)
Problems in Recruiting Title I Staff			
No special problems	30	31	24
Location of facility	40	35	28
Lack of appropriate training	40	29	28
Lack of applicants	40	22	28
Lack of appropriate education	30	34	34
Lack of qualified referrals	30	16	14
Low pay	20	26	28
Lack of experience in correctional settings	10	10	21
Unwilling to work in correctional facility	0	8	14
Lack of commitment	0	6	0
Lack of job security	0	6	0
Fear of violence	0	6	28
Inability to accept correctional philosophy	0	2	21
Lack of good recommendations	0	2	0
Facility unable to accommodate female staff	0	0	4
All other	20	19	7
Problems in Retaining Title I Staff			
No problems	50	59	41
Student discipline problems	30	9	10
Not enough pay	20	22	38
Desire to teach in public schools	20	14	24
Location of facility	20	18	17
Lack of communication with administration	10	10	10
Quantity of work required to teaching staff	10	8	7
Lack of communication between teachers	10	6	0
Lack of support for instructional innovations	10	4	7
Short time spent with students	10	4	0
Inappropriate curriculum materials	10	0	3
Inability to accept correctional philosophy	0	10	24
Staff frustration with custodial concerns	0	10	17
Lack of job security	0	8	3
Fear of violence	0	4	10
Twelve-month teaching schedule	0	2	3
All other	10	4	11
N	10	49	29

Problems with students about their ways of interacting with each other and with the staff (e.g., fighting, disrespect, and hostility) were mentioned by 21 percent of the custody/treatment staff and 15 percent of the teachers and aides. Teachers were more likely to mention lack of motivation as a problem than were aides (40 percent to 30 percent), and custody/treatment staff mentioned emotional problems of students more often than did the teaching staff (38 percent to 18 percent). Emotional problems ranged from immaturity and instability to gang or other external pressures placed on the student.

Staff members were asked about the impact of the Title I program on student attitudes and student behavior. Approximately 47 percent of the total staff (aides, teachers, EPAs, and facility directors) perceived students' attitudes toward education and toward the education staff to be improved since their entry into the program. Slightly over a quarter of the sample reported an increase in motivation. EPAs in facilities for delinquents reported this perception significantly more often than EPAs in either neglected or adult institutions. Another 24 percent of the respondents indicated that Title I students seemed to be more self-confident in school, and 20 percent of the respondents reported an increase in self-esteem in the Title I students. Thus, it would appear that staff members perceive positive changes in their students since they entered the Title I program.

In addition to questions about attitudes, staff members were asked about their perceptions of student behavior. About one-third of the sample reported an improvement in student behavior--that is. fewer discipline problems or less disruptive behavior among Title I students than was expected from past experience. Facility directors were more likely to report this than other staff members. Another 25 percent of the respondents indicated that students' behavior seemed to reflect a more mature outlook after their entry into the program; 11 percent reported improved student interactions with their peers and with the staff.

COMPARISONS BY TITLE I PROGRAM TYPE

Four Title I program types were identified, based on the amount of emphasis placed on reading and/or math instruction: "Reading, Math Only" (Group 1); "Major Emphasis on Reading, Math" (Group 2); "Minor Emphasis on Reading, Math" (Group 3); and "No Reading, Math" (Group 4). A detailed description of the discriminant analysis procedure used to define these groups is contained in the Appendix.

As can be seen in Table 3-24, facilities for the neglected appear to place somewhat less emphasis on reading and math in their Title I programs than do delinquent or adult facilities. There is also some indication that treatment-oriented facilities may place slightly less emphasis on basic skills; the highest percentage of treatment-oriented facilities occurs in Group 2, while most custody-oriented institutions have "Reading and/or Math Only" programs (see Table 3-25).

It was also possible to compare the Title I program types with a parallel measure of program types for the non-Title I programs in facilities, to see if the Title I program differed from regular education in any important respects. Table 3-26 presents the distribution of program types in regular and Title I programs. For this comparison, Group 3 (Minor Emphasis on Reading, Math) has been further broken down into two subgroups (one with a major emphasis on vocational education, one with a major emphasis other than vocational education) to give more detail. As can be seen, none of the regular education programs scored in Group 1 (Reading and/or Math Only), whereas 29 percent of the Title I programs fall in this group. This fact, coupled with the substantially lower percentage of regular education programs in Group 2 (Major Emphasis on Reading, Math) indicates, not surprisingly, that regular programs are less concerned with basic skills. Further, there is a heavy emphasis on vocational education in regular programs (26 percent), while such an emphasis is virtually non-existent in Title I programs as a whole.

Table 3-24. Distribution of Title I Program Types by Facility Type

Program Type	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Reading, Math Only	20	27	34
Major Emphasis Reading, Math	20	44	31
Minor Emphasis Reading, Math	60	22	28
No Reading, Math	0	7	6
N	10	58	32

Table 3-25. Distribution of Title I Program Types by Facility Goal Orientation

Program Type	Facility Orientation	
	Treatment (%)	Custody (%)
Reading, Math Only	23	40
Major Emphasis on Reading, Math	43	29
Minor Emphasis on Reading, Math	30	26
No reading, Math	5	6
N	61	35

Table 3-26. Comparison of Program Types for Regular and Title I Programs

	Program	
	Regular (%)	Title I (%)
Group 1: Reading, Math Only	0	29
Group 2: Major Emphasis Reading, Math	15	37
Group 3: Major Vocational, Minor Reading and Math	26	1
Group 3: Major Other, Minor Reading and Math	44	27
Group 4: No Reading, Math	8	6
No Program	8	0
N	81	97

For eight of the varisbles used in the analysis of Title I program types, it was possible to compute parallel scores for regular education programs. The results of these comparisons are presented in Table 3-2. Five of the nine comparisons (for one variable, two comparisons were made) were statistically significant. These differences indicate that:

- Title I programs spend a higher percentage of their funds on inservice education than do other programs.
- Individualization of instruction was observed to a greater extent in Title I classes than in other classes..
- Title I programs are operated within the facility (as opposed to being operated by a local school district) more frequently than are either regular education or vocational programs.
- Student progress is assessed more frequently in Title I programs than in other programs.

Table 3-27. Comparison of Title I with Other Education Programs on Key Program Characteristics

Program Characteristics	N	Average Score For		P<
		Title I	Regular	
Percent of funds spent on staff	66	82.9	86.4	N.S.
Percent of funds spent on materials, texts	66	11.3	7.3	N.S.
Percent of funds spent on equipment, plant	66	3.7	2.8	N.S.
Percent of funds spent on inservice education, travel	66	2.1	0.5	0.04
Number of expenditure categories	66	2.6	2.4	N.S.
Amount of individualization of instruction	85	2.4	1.8	0.01
Locus of program operation--academic	93	2.9	2.8	0.01
Locus of program operation--vocational	78	2.9	2.7	0.01
Frequency of assessing individual student progress	77	2.0	1.9	0.01

Thus, there do appear to be major differences in program characteristics between Title I and other education programs in the sample facilities. Further, these differences lie in the direction of the intent of Congress in initiating the Title I program.

SUMMARY

This chapter has described the Title I services being provided to students in N or D facilities. The major findings can be summarized as follows:

- The number of residents eligible for receipt of Title I services has increased by 81 percent in adult facilities over the past three years, while the number of eligibles in delinquent and neglected facilities has remained relatively stable.
- Adult facilities have the lowest proportion of participants-to-eligibles, the greatest number of educationally needy residents not being served, and the most difficulty in maintaining a constant level of Title I program services.
- About 40 percent of the sample institutions reported serving 50 percent or fewer of their Title I eligibles.
- Like the general resident population, the proportion of minority students in Title I programs varies from less than half at neglected facilities to almost two-thirds at adult facilities. However, Blacks appear to be somewhat under-represented in Title I programs at neglected institutions.
- Reported functional levels were higher for Title I participants in math than for those in reading. Students at neglected facilities had lower functional levels in reading and math--which is in part due to their younger average age. However, students in delinquent and adult facilities performed at similar levels in math, despite average age differences.
- Over 60 percent of all N or D students nationwide are in the Title I program for six months or more. The students who receive the longest exposure to Title I instructions are those in facilities for the neglected.

- Almost three-fourths of the EPAs report that students are selected into the Title I program on the basis of special diagnostic testing done at the facility.
- Although reading and math are by far the most heavily emphasized content areas in Title I programs, a variety of other areas are being taught as well.
- Integration of Title I programs with regular education programs is very common (roughly 75 percent of the facilities), but close coordination with vocational programs is less common (less than 5 percent of the facilities).
- Program evaluation efforts focus mainly on student achievement, program implementation, and success in meeting program goals, using a wide variety of measurement instruments. Evaluation results are used primarily to assess student learning and to modify the program.
- Participation in inservice education is typically not mandatory, but approximately 75 percent of the staff members have attended such training at some time in the last three years. A large variety of topics is offered in the training sessions.
- Reading instruction emphasizes vocabulary, literal comprehension, and following directions. In math, the emphasis is on fundamental operations, practical mathematics, and word problems.
- Classroom activities are largely structured, with students spending much of their time working independently on assigned activities or working individually with the teacher.
- In reading instruction, written materials and student worksheets are the most commonly used materials, although other types of materials are used fairly extensively. In math, however, worksheets and audiovisual equipment are by far the most commonly used materials.

- Students reported a generally high level of interest and involvement in their Title I program, with neglected students being somewhat less positive in their ratings than students in delinquent and adult institutions.
- Students in adult facilities were the most positive about how much they were learning in Title I and the value they placed on these educational activities. Good teaching methods, personal attention, and adequate materials were reasons given for positive feelings about the Title I program by respondents in all types of facilities.
- Basically, students appeared to be satisfied with the way they were being taught and with what they were learning. Students who suggested changes asked for a greater variety of classes and more intense educational exposure.
- Title I teachers are generally supportive of students, and interaction between teachers and students is fairly frequent. Teachers typically respond to student errors by means of constructive criticism, and students are generally open in their responses to their teachers.
- Most of the Title I teachers are Caucasian; approximately 20 percent are Black. Forty percent of the teachers had some education beyond the Bachelor's Degree. Title I teachers reported an average of three years' teaching experience in the correctional setting.
- Regular education programs place less emphasis on reading and math and more emphasis on vocational education than do Title I programs.
- Title I programs spend a higher percentage of their funds on inservice education and place more emphasis on individualization of instruction and assessment of student progress than do regular education programs.

CHAPTER 4. TITLE I SETTING

For too many years, evaluations of correctional programs have focused on the behavior and personality of individuals, to the virtual exclusion of environmental or structural factors. Research suggests that many individual traits or behaviors of inmates and staff members in correctional institutions may be the result of characteristics of the organization rather than of the individual (Cressey, 1961). One might expect educational or other rehabilitative programs to be similarly conditioned by various institutional characteristics. One of the objectives of the N or D evaluation is to assess the impact of such variables on the operation of the Title I programs and on student achievement.

Programs within institutional settings are frequently viewed by practitioners as being oriented toward either custody or treatment. Programs designated as custody-oriented have as their main objective the reduction of institutional infractions and the preservation of order and conformity. Programs designated as treatment-oriented are designed primarily to improve the individual resident, either in educational performance, vocational skills, self-concept, or social relations. For example, while two institutions may have similar vocational education programs, one may be custody-oriented in the sense that its objective is to provide semi-skilled labor for various institutional activities that are generally unrelated to non-institutional life, while another program may be designed to provide residents with a marketable skill to be used upon re-entry to the community. Thus, relatively similar populations may be treated quite differently by administrators and staff with different correctional philosophies. A facility's orientation and objectives are likely to influence the motivation, involvement, and achievement of program participants, no matter what the program.

Institutions also vary on a number of other dimensions, including physical characteristics of the institution, characteristics of the resident population, staff characteristics, institutional communication and conflict, and the nature

of the regular education program which Title I is supplementing. The following paragraphs will describe institutions in terms of these characteristics.

PHYSICAL CHARACTERISTICS OF INSTITUTIONS

Institutions in the study sample varied greatly in the ways in which they were organized to provide for the boarding and custody of their populations. Residents in facilities for the neglected were predominantly housed in cottages (small, self-contained living units). Delinquent facilities tended to provide cottages and dorms, and adult facilities tended to house residents in dormitories and cell blocks. One-fourth of the sample institutions reported that they housed at least some of their population in individual cellblocks (a factor that generally indicates a primary concern with custody). As might be expected, given the larger size of adult institutions and the greater seriousness of adult offenses, adult institutions demonstrated greater concern with the physical restraint of residents; over 85 percent of them were characterized by locked gates, fencing, and guards. Roughly one-third of the delinquent facilities resembled adult facilities in these respects.

In 40 percent of the institutions, the education unit was separated from the rest of the facility by locked doors. Such a control technique prevents the entrance of intruders as much as the exit of students from classrooms.

Overcrowding was reported to be a problem at a number of institutions, particularly adult facilities. In fact, one-fifth of the sample institutions reported a resident population more than 10 percent above the designed capacity of the facility. Interviewers observed several cases of severe crowding conditions where one-man cells were being occupied by two and sometimes three persons in an attempt to handle the increasing influx of residents. Another interviewer observed [illegible] had been converted to education and crafts areas being reconverted into dormitories to alleviate the overcrowding in an institution whose population had doubled over the past few years.

POPULATION CHARACTERISTICS

Since precise demographic data on institution populations are generally expensive and difficult to obtain, facility administrators were asked to estimate the percentage distribution of residents for several variables. Statistics reported in the following paragraphs are based on these estimates.

Socio-Demographic Characteristics

Institution populations in the sample ranged in size from 11 to 2,500 residents, with an average of 369 residents reported for the 100 facilities as a group (see Table 4-1). Delinquent facilities tended to be smaller than either neglected or adult institutions, with 53 percent of these facilities housing fewer than 100 residents. Institutions for neglected children were quite large; 70 percent reported populations of more than 100. The 16 sample institutions with more than 600 residents were all adult facilities.

The age distribution in neglected and delinquent facilities were relatively similar. However, somewhat greater numbers of younger residents (aged 15 or below) were found in neglected facilities, on the average.

Of the 100 institutions, 56 contained all-male populations and 10 housed all-female populations. Although institutions reported an average female population of 22 percent, only 10 percent of the total residents, nationwide, were female. The proportion of females was greatest in facilities for the neglected and smallest in adult facilities.

With respect to racial/ethnic origins, the population of the average institution was approximately 39 percent Black, 10 percent Hispanic, 50 percent Caucasian, and 1 percent other minority. In the average delinquent and adult institution, the racial balance was evenly split between minority and non-minority

Table 4-1. Facility-Level Characteristics by Type of Institution

Characteristics	Type of Institution		
	Neglected (%)	Delinquent (%)	Adult (%)
Number of Residents			
11-49	20	30	0
50-99	10	21	3
100-149	30	25	3
150-299	20	14	22
300-599	20	9	22
600-2,500	0	0	50
Age			
13 or less	20	11	0
14-15	47	37	0
16-17	30	41	10
18-20	2	9	28
21+	0	2	62
Ethnicity			
Black/Negro	33	36	46
Caucasian	58	50	47
Hispanic	6	12	6
Other Minority	3	2	1
Offender Status			
Pelony: Adult	0	7	92
Misdemeanor: Adult	0	1	8
Status Offender	17	19	0
Adjudicated Delinquent	6	68	0
Neglected Children	77	6	0
Previous Commitments	43	41	43
Security Level			
Open	87	48	3
Minimum	3	33	33
Medium	5	12	35
Maximum	5	6	29
N	10	57	32

residents. The population of the average neglected institution, however, was almost 60 percent Caucasian. Although several correctional institutions indicated that they had integrated their populations because of recent court rulings, 10 percent of the sample institutions were at least 75 percent minority.

Offender Status

Proportions of residents that were adult felons or misdemeanants, adjudicated delinquents, status offenders (those engaging in behaviors such as truancy and incorrigibility that would not be crimes if the offenders were adults), or neglected children were reported. As can be seen in Table 4-1, some mixing of resident populations was found in neglected and delinquent facilities. Almost one-fourth of the population of neglected institutions was found to consist of status offenders and adjudicated delinquents, while one-third of the residents of delinquent facilities were found to be neglected children, status offenders, and adult felons.

Since an average of 10 percent of the adult institution population was under 18 years of age, this percentage provides a rough estimate of either the extent to which legal definitions of adulthood vary among states, or the extent to which juveniles are committed to institutions as adult offenders. The converse trend to commit adult offenders to delinquent facilities occurred to a lesser extent. The average delinquent institution reported that 8 percent of its population consisted of adult offenders, and slightly more than 10 percent of its residents were 18 years of age or older. The commitment of adult offenders to delinquent institutions may reflect a trend in some states to adjudicate first-time adult offenders as "youthful offenders," a legal designation that allows adults to be committed to juvenile institutions in an attempt to prevent their exposure to the more experienced offenders in adult institutions.

Court commitment to correctional institutions for the purpose of diagnostic evaluation was a common practice at one time, and is still found in some states. As the average length of stay for diagnostic commitments is five weeks, it was

reasoned that institutions having higher rates of diagnostic commitments might have developed somewhat different Title I programs. Six percent of the sample institutions had a sizable diagnostic population. Three institutions reported that their entire populations consisted of diagnostic commitments, and three institutions reported that the percentage of diagnostic commitments ranged from 35 to 80 percent of their resident populations.

Length of Stay

The average length of stay of residents varies considerably, particularly in adult and neglected institutions. On the average, residents stay longer in adult facilities than in delinquent institutions, probably because adults typically commit more serious offenses; neglected children also stay longer than delinquents, primarily because there is nowhere else for them to go. In general, the average commitment for delinquents was eight months; for adults it was 18 months, and for neglected children it was 20 months (although this group showed extremely large variability).

Level of Security

On the average, institutions reported almost 70 percent of their residents to be housed in open-residential or minimum-security quarters. This figure is high because high proportions of facilities for delinquents and neglected children are included in the averages. In contrast, the average adult institution housed two-thirds of its population at medium- and maximum-security levels. Most institutions combined several levels of security. Thus, even institutions designated as minimum-security frequently had medium- and maximum-security areas that were characterized by isolation cells and restraints. Such units were reportedly used to discipline wrong-doers or as a means of protecting inmates who were thought to be easy targets of abuse.

Security measures created problems for the education program in half the institutions; these were primarily the adult institutions. Problems most frequently

observed were the restriction of groups from class attendance, which was often correlated with institutional disturbances; the continual lock-up of equipment to prevent its disappearance or destruction, which also impedes easy access; and the interference of custody personnel with the functioning of education programs. In 40 percent of the adult institutions, riots, disturbances, or murders had caused the temporary shutdown of education programs at some time within the past year. Other frequently observed problems were restrictions on free movement between classrooms, a preoccupation with the locking and unlocking of doors, enforced segregation of certain groups, and censorship of educational materials.

Only 15 percent of the institutions reported that the education unit was allowed to exercise fewer restrictions and constraints on program operations and student control than were the other areas of the institution. Such loosening of restrictions for education programs generally occurred in adult institutions, where students were a carefully selected group and participation in education programs was highly valued.

STAFF CHARACTERISTICS

Institutional staff are described below in terms of socio-demographic characteristics, experience, and job satisfaction.

Socio-Demographic Characteristics

Large variations in facility size were accompanied by large variations in staff size. Institutions reported central administration staff ranging in size from less than one full-time equivalent (FTE) to 100 FTEs, with an average of 17. Custody staffs ranged from less than one to 400 FTEs; 18 institutions had no custody staff. Non-education treatment staff, such as psychologists, social workers, caseworkers, and counselors, ranged from none to 111 FTEs, with an average of 22. Education staff ranged from one to 70 full-time staff members, with an average of 16 (see Table 4-2).

Table 4-2. Numbers of Various Types of Staff by Type of Institution

FTE*	Central Administration Staff			Custody Staff			Non-Education Treatment Staff			Education Staff		
	Neglected (%)	Delinquent (%)	Adult (%)	Neglected (%)	Delinquent (%)	Adult (%)	Neglected (%)	Delinquent (%)	Adult (%)	Neglected (%)	Delinquent (%)	Adult (%)
0-4	20	35	0	20	42	0	40	19	9	40	27	9
5-9	30	23	16	20	7	0	10	22	25	10	21	19
10-14	10	18	19	10	5	3	10	21	3	20	12	12
15-24	30	12	34	10	9	6	20	18	22	10	24	31
25-34	0	7	6	0	2	9	0	7	12	0	10	12
35 and over	10	5	25	40	35	81	20	13	28	20	5	16
N	10	57	32	10	57	32	10	57	32	10	57	32

*FTE = Full-Time Equivalents

On the average, the staff-resident ratio in institutions is one to three--that is, one staff member for every three residents. Although custod/ staffs seem to be of dramatically larger size than other kinds of staff, it should be noted that such employees generally are divided into three shifts. A computation of staff/resident ratios for treatment and education staff reveals a ratio of one treatment and one education staff member for every thirty-two residents in the average facility.

On the whole, education programs tended to be as well staffed as treatment programs. Both staff groups, however, were overshadowed by the custody staff. Number of custody staff tended to be more closely associated with size of institution than were either number of education staff or number of treatment staff. Thus, although there was a large discrepancy between the size of custody staff and the size of education and treatment staffs, the extent of the discrepancy did not vary with the size of the institution.

The average age of custody staff and teachers was reported to be 36 years; the average for principals was 42. Almost half of the treatment staff were reported to be under 30 years of age, whereas 39 percent of the teachers and 32 percent of the custody staff were in that category.

As a whole, state institutions continue to employ a high proportion of males in all staff roles. As expected, custody staffs were 90 percent male.

Eighty percent of the respondents across all roles and across all types of institutions reported themselves to be of Caucasian origin. Twenty-six percent of the custody respondents in treatment-oriented institutions reported themselves to be minority, versus only 11 percent of the custody staff in custody-oriented institutions.

The level of education of the staff may explain the occurrence of divergent philosophies or objectives in correctional programs. For the custody staff

group as a whole, approximately 13 percent had not achieved a high school diploma. The majority of custody staff (roughly 60 percent), however, were high school graduates. The level of education of custody staff did not vary across neglected, delinquent, or adult institutions.

Teachers in neglected institutions have a higher frequency of advanced degrees than teachers in other institutions. More than one-third reported the attainment of a master's degree, and only 6 percent reported no degree. This contrasts with delinquent and adult institutions where 13 percent and 18 percent of the teachers, respectively, reported the absence of a college degree. Looking at teaching credentials from a custody/treatment perspective revealed a significant difference in the proportion having no degree: 25 percent of the teachers in custody-oriented institutions and 10 percent of the teachers in treatment-oriented institutions had no college degree.

Staff Experience

Teachers reported an average of three years' experience teaching in correctional settings and less than one year of experience in public school settings. School principals as a whole were characterized by relatively lengthy tenures as administrators in correctional settings, reporting an average of seven years of experience. Since principals as a whole also reported an average of three years' teaching experience in correctional settings, it is apparent that administrators are generally not newcomers to correctional education. Nevertheless, a sizable minority of the principals (approximately one-third) were also relatively new to their jobs, reporting two years or less of administrative experience.

Over one-fourth of the teachers in neglected and delinquent institutions reported more than five years of correctional teaching, whereas only 17 percent of the teachers in adult institutions reported such lengths of experience. Almost 40 percent of the teachers in neglected institutions reported one year or less of teaching experience.

Teacher Job Satisfaction

Reported job satisfaction for teachers was moderately high. Sixty-five percent of the teachers wanted to continue working in their respective institutions; another 5 percent wanted to continue in correctional education, but in a different institution. Almost three-fourths of the teachers in treatment-oriented institutions reported satisfaction with their present positions, while only slightly more than one-half of the teachers in custody-oriented institutions reported such satisfaction. Teachers in custody-oriented institutions were more likely to express a desire to remain in correctional education, but in a different institutional setting. Dissatisfied teachers in both settings most frequently desired to return to a public or private school environment.

INSTITUTIONAL COMMUNICATION AND CONFLICT

Staff Communication

Education program administrators (EPAs), teachers, and members of the treatment and custody staffs were asked to rate the quality of communication between various staff groups. Although some differences were noted, on the whole, all groups reported a predominance of positive communications. No more than one-third of any staff group rated the communication with any of the various staff as "poor." When compared with other roles, EPAs rated the quality of staff communication somewhat higher for all role combinations. Teachers, on the other hand, were more likely to report poor communication between themselves and other staff members. Teachers who reported problems in staff communication spoke most frequently of their own communication with facility administrators and custody staff; similarly, custody staff viewed their own communication with teachers as the most prevalent source of communication problems; treatment staff concurred with both teachers and custody staff in citing communication between teachers and custody staff and between teachers and facility administrators as the most subject to communication problems.

It has been noted (Zald, 1962; Street, 1965) that with the increasing inclusion of treatment personnel (i.e., social workers, counselors, etc.) in correctional institutions, conflicts between education and treatment staff often become as intense as the historical conflict between education and custody staff. Although treatment staff did not tend to support this observation (only 13 percent reported poor communication with teachers, as opposed to almost one-third reporting poor communication between teachers and custody staff), teachers more often considered the relationship between education and treatment as a source of conflict. Almost one-fourth of the teachers reported poor communication with treatment staff.

Respondents were consistent in reporting few communication problems within the education staff itself. Title I teachers, non-Title I teachers, and education administrators were viewed by custody and treatment staff as having highly positive communication.

No EPAs rated communication with teachers as "poor." When questioned about the types of problems they experienced in working with teachers, however, 55 percent of the EPAs reported the existence of problems. Teachers, treatment staff, and custody staff reported problems with teachers approximately 40 percent of the time. The most frequent problem with teachers mentioned by EPAs was less-than-competent teaching. Perceived lack of motivation and failure to do adequate instructional planning accounted for 42 percent of the problems with teachers mentioned by EPAs.

The most common complaint of custody staff who experienced problems with teachers was that teachers were too lenient, either in the manner in which they dealt with students or in the manner in which they exercised security measures. Among interactions of [illegible] staff with teachers and teachers with other teachers, the lack of meetings between staff members was seen as the primary problem. This finding is not surprising, given the schedule by which most institutions operate. In public schools, students are absent at certain times of the day,

but no such arrangement can be made at residential schools. There is generally no time at which teachers, alone, much less teachers, treatment staff, and custody staff, are free to meet. Meetings among staff in many correctional institutions are called to react to problems or conflict situations, rather than to anticipate or prevent them.

Custody Staff vs. Education Staff

With respect to the influence of custody staff on the operation of the education program, custody staff and treatment staff generally felt that the presence of guards tended to decrease disruptive behavior in the classroom. While 55 percent of the teachers concurred with this opinion, 14 percent felt that the presence of custody staff increased disruptive behavior. However, teachers, more frequently than custody and treatment staffs, believed that the presence of custody staff had no influence on behavior in the classroom (30 percent versus 13 percent and 16 percent, respectively). Of those who felt that the presence of custody staff decreased disruptive behavior, about half of the teachers and treatment staff felt that this was because of the custody staff's authoritative role in enforcing order, and half felt it was due to the good rapport with teachers and/or students enjoyed by custody staff. Custody staff, on the other hand, were much more likely to report that a decrease in disruptions was due to their image as firm enforcers of order.

There appears to be considerable agreement among custody staff, treatment staff, and teachers as to the extent of conflict between education and custody personnel. In situations where conflict was reported, a majority of the custody staff reported resentment of education personnel and education programs. Relatively few respondents mentioned the reverse situation: teacher resentment of custody staff intrusions on the educational domain.

Not only do some institutions experience conflict and contradictory priorities regarding custodial and educational goals, but this conflict may also predict the shifting power balance of education and custody staffs in N or D institu-

tions. As has been previously observed (Zald, 1962), if staffs within an institution have somewhat divergent goals or correctional philosophies, conflict is most likely to erupt between those who perceive themselves as incapable of controlling the situation and those who are perceived as having more control. The finding that custody staffs are identified by themselves, by teachers, and by treatment staffs as resentful of education programs (and that this is cited as the cause of conflict) may indicate that custody staff and teachers alike view educational priorities as receiving increased emphasis; in other words, the balance of power may be shifting in favor of educational concerns.

Approximately 65 percent of custody staff, treatment staff, and teachers reported that custody staff members have the authority to place restrictions on students. The most frequently mentioned restriction exercised by custody personnel (which was mentioned by one-third of all staff groups) was their power to prevent class attendance. Custody staff restricted students from participating in education programs by confining them to living quarters or by assigning them work duties in the facility. Teachers at some institutions complained that students could be barred from class at the whim of custody officers. Other teachers complained of unstable student attendance because custody staff seemed to give institutional upkeep a higher priority than education, in terms of demands on inmates' time.

Inmate Conflict

Conflict within correctional institutions was reported most frequently among inmates themselves and between staff and inmates. Thirteen institutions--twelve adult facilities and one delinquent facility--reported that entire education programs had been shut down for various lengths of time because of inmate disturbances. Reports of recent staff and inmate deaths were obtained in three institutions. Staff attributed unrest in these institutions to severe overcrowding, to the extension of gang warfare to institutional settings, and to the non-responsiveness of the prison system to inmate demands for more minority

staff members. Although several facilities prided themselves on the fact that they had had no inmate disturbances in the past several years, these institutions were characterized by security precautions so severe that there was little opportunity for unrest.

Although it is frequently assumed that the lines of conflict are between minority and non-minority inmates, institutional staff in several institutions pointed out that many incidents stem from interactions between rival minority gang members. Problems with intergroup relations, in fact, extend to the ongoing operation of education programs. One education administrator pointed out that education programs in his institutions had always been segregated. The current trend toward a predominance of Black students in his education program began several years ago when federal officials lodged complaints that only Caucasian students were participating in federal programs. When Black students began attending classes, the Caucasian students refused to participate in the education programs. Segregation of inmates is reported as a problem more frequently in adult institutions where program participation is voluntary.

CHARACTERISTICS OF EDUCATION PROGRAMS

In general, the data indicate a wide variety of education programs being offered in the N or D facilities. These programs include academic, vocational, and Title I components, each of which are presented and discussed here: As can be seen in Table 4-3, 90 percent of the facilities for neglected children offer some form of elementary-level academic education, and 70 percent offer high-school-level academic education. In delinquent facilities, the dominant academic program is high-school-level education, while in adult facilities, the emphasis is on preparation for obtaining a General Equivalency Diploma (GED). Remedial programs other than Title I are offered in roughly 40 percent of the neglected and delinquent facilities, and in 30 percent of the adult facilities.

Table 4-3. Percent of Facilities Offering Academic Programs

Program Offered	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Remedial Programs (other than Title I)	40	39	30
EMR/Handicapped/Special Education	10	13	7
Elementary Education	90	59	43
High School	70	74	43
GED	30	59	90
ABE/APL	10	6	63
Post-Secondary/College Preparatory	0	6	63
N	10	54	30

Table 4-4 shows the wide variety of vocational programs being offered in the N or D facilities; these programs cover a variety of service, technical, business, and agricultural skills. Ninety percent of the neglected facilities, 78 percent of the delinquent facilities, and 97 percent of the adult institutions offer vocational programs.

Facility and Community-Based Programs

In recent years, the call for community-based rehabilitation programs has resulted in the development of institutional release programs that allow residents to interact with non-correctional persons or participate in non-institutional activities such as school or a job. Over half of the facilities visited have such release programs; 80 percent of the institutions for the neglected reported the use of release-type programs.

About three-fourths of all institutions operate their own academic and vocational education programs, independent of local school districts. The remain-

Table 4.4. Percent of Facilities Offering Vocational Education Programs

Program Offered	Type of Facility		
	Neglected (%)	Delinquent (%)	Adult (%)
Service Skills			
Auto Mechanics	40	39	70
Small Engine Repair	0	7	10
Appliance/Business Machine Repairs	0	15	7
Food Services	30	22	30
Cosmetology	20	15	33
Health Trades	20	7	17
Electronics	10	6	7
Radio/TV Repair	0	2	10
Construction Skills			
Building Trades/Construction/Carpentry	20	33	10
Plumbing	20	2	3
Electrical	0	2	17
Heating and Air Conditioning	0	2	20
Cabinetry	20	11	13
Industrial Skills			
Metal Working/Welding	60	26	70
Machine Shop	0	0	23
Drafting/Mechanical Engineering	10	7	20
Data Processing	10	0	10
Upholstery/Furniture	30	7	10
Arts and Crafts/Woodworking	30	28	17
Agricultural Skills			
Agriculture/Farming	30	9	7
Landscaping/Horticulture	0	7	0
Miscellaneous Skills			
Business	60	28	17
Home Economics	70	18	13
Other Skilled Labor	30	20	33
Other Unskilled Labor	30	13	13
No Vocational Programs Offered	10	22	3
N	10	54	30

ing institutions contract with local school districts to provide all educational services for their residents or to provide those educational services not provided by the facility. Students leaving institutions to participate in community-based programs are usually attending vocational education classes. Only 10 percent of the institutions had arrangements for students to attend academic education classes outside the facility. In only 3 percent of the sample facilities were Title I classes reported to be located outside the institution.

One problem cited by correctional educators is the fact that correctional education programs frequently are not considered worthy of accreditation by State Departments of Education. As a result, the education of institutionalized students is impeded. One-third of the institutions reported having some courses that were not accredited, and 18 percent of the institutions reported that none of their courses was accredited, a finding consistent with reports from 20 percent of the SEAs that there are no legal requirements in their states for the provision of educational services to institutionalized youth.

Relative Importance of Various Activities to Different Staff Groups

Reports from facility directors as to the relative importance of education distinguished little among institutions. Eighty-six percent of the directors reported that educational activities were very important in facility operations, despite observed inter-institutional differences in general staff support for education. Among adult institutions, however, where education programs often compete with prison industry for participants, one-fourth of the facilities reported education to be only somewhat important.

Custody and treatment staff members and EPAs were asked to rate the relative importance of various institutional activities for the education, custody, and treatment staffs, and also their own preference as to how important these activities should be. Institutional activities rated included academic learning, vocational training, counseling, facility industry, and custody concerns.

Respondents reported their own preferences, their perceptions of their colleagues' views, and their perceptions of the importance of these activities to other institutional staff groups.

Facility industry activities received a consistently low rating by all groups. Custody and security concerns received low ratings of importance by education and treatment staff members, but moderately high ratings, understandably, by custody staff. Both education administrators and custody staff tended to view academic education as the most important activity of institutions. Although it is somewhat surprising that custody staff reported academic education activities as most important, it is of interest that they also felt that fellow custody staff members would be likely to disagree with that opinion.

Vocational training as an inmate activity was viewed by education administrators as the most important area, after academic learning; treatment staff felt that vocational training should be of concern only after counseling programs; and custody staff placed vocational training only slightly above facility industry in importance. In summary, the views of staff toward various institutional activities indicate relatively strong support for academic education activities.

EPAs were asked to rate the relative emphasis, within their own academic education and Title I programs, of academic learning, vocational learning, and activities relating to the development of social relations. The EPAs reported that half of their efforts were directed toward the achievement of academic education goals; vocational learning rated slightly higher in importance than the social relations area, but well below academic learning. Title I programs were reported to place greater emphasis on academic learning than regular education programs, and somewhat more emphasis on developing social relations than on vocational learning. When asked to indicate changes in emphasis that they would like, EPAs wanted no change in emphasis in regular education; for Title I programs, EPAs wanted to decrease the emphasis on academic learning and enhance the role of vocational learning and social development.

Academic education programs report an average of nearly eight full-time equivalents on the teaching staff. This compares with an average of only five full-time equivalents per institution for vocational teachers. These numbers do not, however, reflect the relative overall resources allocated to these activities, since substantially greater per capita equipment and materials costs are associated with vocational classes.

Ninety-four percent of adult facility directors indicated that educational performance is used as a criterion for decisions about parole or release. Delinquent facilities emphasized educational performance less than adult facilities, and neglected facilities emphasized it even less. This should not be surprising, since residents in a neglected facility are not usually being punished and, consequently, release need not be earned.

Perceived Support for Title I

EPAs and teachers were asked to rate the support for Title I activities received from various staff roles within facilities and from representatives of state agencies. Within the education staff, support for Title I was high; more than 95 percent of the education staff members were rated as supportive. Facility directors in both neglected and delinquent institutions were viewed as supportive of Title I activities; in adult facilities, however, only 84 percent of the facility directors were viewed as supportive. Within institutional staff roles, treatment staff were viewed as being less supportive of Title I than were other staff members. One-fourth of the EPAs reported that treatment staff were "neutral" toward Title I activities.

The lowest rate of perceived support for Title I activities was scored by state corrections personnel. Less than 50 percent of such personnel were perceived by the EPAs as being supportive of Title I.

Teachers perceived a somewhat different pattern of support for Title I among staff roles. Whereas EPAs rated support from non-Title I teachers and facility

directors as high, teachers were less likely to perceive strong support from these roles. Only 64 percent of the adult facility directors and 75 percent of the delinquent and neglected facility directors were thought to be supportive of Title I. Teachers, like EPAs, perceived treatment staff to be the least supportive of Title I among facility personnel. This was particularly so in adult facilities, where slightly over half of the teachers thought treatment staff to be supportive of Title I.

DIFFERENTIATION OF INSTITUTIONAL TYPES

The initial selection of treatment/custody orientation as a major dimension for analysis was based on the expectation that basic goal orientations might impact on and explain some of the variation in Title I service delivery. Because of prior staff experience with several institutions, it was anticipated that institutions that were clearly custody- or treatment-oriented could be readily discerned. Accordingly, interviewer training included a visit to a state institution and subsequent discussion of treatment versus custody orientation in this facility. It was anticipated that training in this area would provide greater commonality in the criteria used in interviewer ratings of institutions on a ten-point custody-treatment scale. Scale ratings were then grouped and analyzed by means of discriminant analysis to distinguish custody-oriented and treatment-oriented institutions. A detailed description of the classification procedure employed is contained in the Appendix.

As reported by EPAs, custody staff, and treatment staff, custody- and treatment-oriented institutions differed significantly, in that more emphasis was placed on vocational education and on custody and security concerns in custody institutions, and less emphasis on counseling. Furthermore, staff members differed in the amount of emphasis they preferred on various activities. EPAs and custody staff in custody-oriented institutions, for example, preferred less emphasis on counseling than did their counterparts in treatment institutions. The reverse was true for treatment staff, in that treatment staff members in custody institutions were more likely to emphasize counseling.

Within the educational context itself, EPAs in treatment institutions reported that their academic education and Title I programs focused less on academic and vocational learning, and more on developing social relations, than was true of their counterparts in custody institutions.

Custody staff, treatment staff, teachers, and EPAs were all consistent in rating the various relationships of staff members. Custody-oriented institutions, however, received consistently lower ratings on the quality of inter-staff cooperation. Staff in all roles reported greater intensity of conflict between custody and education staffs in custody-oriented institutions.

SUMMARY

Some of the more important findings in this chapter can be summarized as follows:

- Institutions ranged in size from 11 to 2500 residents. Institutions for the neglected reported larger resident populations, on the average, than delinquent institutions; 70 percent of the neglected facilities reported populations of more than 100 residents, as compared to 47 percent of the delinquent facilities.
- Neglected and delinquent facilities predominantly housed residents in small cottages, in which custody and security precautions were of limited concern. Adult facilities primarily provided large dormitories or individual cell-blocks.
- Security restrictions in institutions tended to pervade the entire institution and thus were of concern to education programs. Only in adult institutions, where education programs tend to be highly selective, were education programs allowed to exercise fewer security restrictions than the facility as [illegible]
- Although institutions on the average reported approximately equal numbers of minority and non-minority residents, 10 percent of the institutions housed predominantly minority residents.

- Short-term diagnostic commitments, although involving few residents as a whole across all facilities, proved to be a high proportion of the resident population in 10 percent of the institutions.

- While the combined resident/staff ratio for the average institution was 3:1, most staff occupied custody or central administration roles. The average institution reported a ratio of one treatment and one education staff member for every thirty-two residents, with the number of treatment and education staff being considerably greater in treatment-oriented facilities. While such figures tend to disguise the large variance among institutions, they do indicate that education programs tend to be staffed at least as well as treatment programs, although both staff groups are usually smaller than the custody staff.

- The major area of poor staff communication reported by all roles was teacher communication with custody staff and facility administrators. Lack of communication among staff was the source of much concern--a concern consistent with the fact that residential institutions afford little opportunity for staff interaction.

- Reported conflict between education and custody staff took the form of custody staff resentment of the intrusions of education programs into correctional institutions. The implication of this source of staff conflict is not only that some institutions experience conflict in the priorities assigned to custodial and educational goals, but also that such conflict may be related to a shift toward making education more important in N or D institutions.

- State institutions with Title I programs appear to vary dramatically on most of the institutional and population descriptors. This variation was found to be related to the custody or treatment orientation of the institution. Custody-oriented institutions were characterized by their larger size, their overcrowdedness, and their higher proportions of custody staff. Custody orientation was also related to fewer education and treatment staff members per resident.

- Regular education and Title I programs in custody-oriented institutions placed more emphasis on vocational education than did education programs in treatment-oriented institutions. Education programs in treatment-oriented institutions emphasized affective growth more than did programs in custody-oriented institutions.

CHAPTER 5. PROGRAM MANAGEMENT

The Title I program is organized into three administrative and functional levels: State Education Agency (SEA), State Applicant Agency (SAA), and state facility. Individual facilities report to their respective SAAs, and SAAs in turn report to the SEA, regarding the Title I program. Funding allocations are received by the SEAs and distributed to SAAs, who then distribute the funds to approved facilities for Title I projects.

This chapter will describe several aspects of the way the Title I N or D program is currently managed. The role played by federal guidelines in program management will be analyzed, project monitoring will be discussed, and the nature of decision-making about Title I program operations will be examined.

FEDERAL GUIDELINES

The U.S. Office of Education (USOE) has recently disseminated interim regulations applying specifically to Title I N or D programs. The dissemination of these regulations will undoubtedly increase the knowledge of federal guidelines among people in state agencies and facilities. The purpose of this analysis, however, is to examine the role of federal guidelines at the time of our data collection in the fall of 1976. Three kinds of issues will be addressed: understanding of guidelines at the state and facility level, the degree to which Title I programs exhibit guideline characteristics, and guideline modifications recommended by Title I administrators.

Recall of Guidelines

Information about state and facility Title I administrators' knowledge of federal guidelines was obtained through interviews. Administrators were asked what they recalled as the main federal guidelines for Title I program implementation in state facilities. Interviewers recorded all responses to this question, and these responses are summarized in Table 5-1. Each entry in the table shows the

Table 5-1. Federal Guidelines Mentioned by Agency and Facility Personnel*

Guidelines Most Frequently Mentioned	SEA Coordinator (%)	SAA Coordinator (%)	Supervisors of Regular Education Programs at Facility (%)	Supervisors of Both Regular Education and Title I Programs at Facility (%)	Supervisors of Title I Program at Facility (%)
Title I to supplement existing program	50	41	44	29	42
Students under 21 years of age	27	37	37	37	42
Emphasis on reading and math	31	33	19	29	31
Neediest of needy	42	21	48	24	23
Students without high school diploma	13	14	19	17	19
Needs assessment procedures required	21	12	15	5	4
Student 1-2 years below grade-level	8	11	4	10	12
Program evaluation required	8	5	15	5	8
N	52	73	94	59	26

*Each entry represents the percentage of persons in that role who mentioned a particular guideline.

percentage of persons in that role who mentioned that particular guideline in one of the responses. Columns can add to more than 100 percent because more than one mention per respondent is possible.

As shown in Table 5-1, the requirements most frequently mentioned were that Title I supplement existing programs, that students be under 21 years old, that Title I emphasize instruction in reading and math, and that Title I serve the neediest of the needy. Considerably fewer respondents mentioned procedures for needs assessment and program evaluation. To some extent this may merely reflect a difference in the form of the responses, rather than the respondents' understanding. For example, responses indicating that Title I must serve students who are most in need or who are one to two years below grade level do imply the necessity for some needs assessment. Nevertheless, Table 5-1 shows that state and facility administrators phrased their answers primarily in terms of eligibility requirements and program goals.

Besides the requirement that students be under 21 years old, the only other statutory requirement that determines eligibility for Title I is that students not have a high school diploma. Fewer than 20 percent of the total respondents mentioned this requirement--less than half as many as mentioned the age limit. Awareness of the restriction against high school graduates thus appears less widespread than awareness of the age restriction. Even in the case of the age restriction, however, only about one-third of the total respondents did mention it as one of the guidelines. Interestingly enough, although it is not a part of the federal guidelines, almost one-tenth of all administrators believe federal guidelines require that participating students be one to two years below grade level.

On the other hand, the data show that almost all administrators have at least some knowledge of guidelines. Fewer than ten percent of the state and facility administrators made no response when asked to describe their understanding of

guidelines. Respondents mentioned an average of two to three guidelines, although these occasionally included incorrect statements. Substantial proportions of respondents did mention specific requirements concerning student elibibility and program objectives. Knowledge about federal guidelines appears roughly equal among the different types of state and facility administrators, with some minor differences.

State Title I coordinators were also asked about how guideline information is disseminated. Results are shown in Table 5-2. The entries are the percentage of respondents who indicated that a given line of communication was used. Columns add to more than 100 percent because respondents were allowed to make multiple responses. SEA and SAA coordinators agree that the primary line of communication is to the state education agency. Few report any communication of guideline interpretations to the SAA, and even less report direct communication from USOE to facilities.

Table 5-2. Communication Lines Used to Disseminate Guideline Information, as Reported by State Title I Coordinators

Communication Line	SEA Coordinators (%)	SAA Coordinators (%)
From USOE to SEA	90	96
From USOE directly to SAA	17	29
From USOE directly to facilities	8	10
USOE has not provided guideline interpretations	6	4
N	52	73

In order to see if there are differences in communication patterns for states with different sizes of programs, information on how guideline information is disseminated was broken down by program size. SEA coordinators were divided into two groups according to the total number of youths being served by Title I N or D funds in their state.

Table 5-3. Communication Lines for Disseminating Guideline Information in States With Large Title I Programs Compared to States With Small Title I Programs *

Communication Lines	Large Programs (%)	Small Programs (%)
From USOE to SEA	82	100
From USOE directly to SAA	21	13
From USOE directly to facilities	4	12
USOE has not provided guideline interpretations	11	0
N	25	27

*Entries are the percentages of SEA coordinators from that type of state who indicated that that line of communication was used.

The difference between states with large and small programs are somewhat interesting (See Table 5-3). SEA coordinators in states with large programs were more likely to report not receiving guidelines information from USOE than were coordinators in states with small programs. However, there is some evidence that in the larger states, guidelines are more often communicated directly to the SAA, while in smaller states, the communication more often goes directly to the facilities. Nonetheless, there is agreement among the vast majority of coordinators that guideline information is mainly communicated from USOE to the SEA.

To supplement the data on dissemination of guidelines information, state and facility administrators were asked to report from what sources they received guidelines information. Table 5-4 shows the sources of information that were mentioned most frequently by different types of administrators. The columns can add to more than 100 percent, since some respondents named several sources as equally important. The frequency of mention of USOE by different respondents substantiates the findings presented in Table 5-2: USOE is an important source of information only for SEA coordinators. The SEA, in turn, serves as the primary source of guidelines information for SAA coordinators. Finally, both the SEA and the SAA play an important role in communicating guidelines information to facilities.

Figure 5-1 diagramatically represents the most important lines of communication for guidelines information. The larger arrows indicate the most important sources of information. For example, since a little over three times as many SAA Title I coordinators cited the SEA as cited USOE (see Table 5-4), the arrow from SEA to SAA is about three times as wide as the arrow from USOE to SAA. The third, fourth, and fifth columns in Table 5-4 were combined in Figure 5-1, since there was little difference in the information sources reported by supervisors of facility education programs and supervisors of facility Title I programs. In interpreting these figures it should be emphasized that USOE contacts with SAAs and facilities are made only with SEA knowledge and participation.

Despite the ability of state and facility Title I administrators to identify lines of communication of guidelines information, administrators expressed considerable dissatisfaction with the lack of clarity of federal guidelines. When asked what problems they had working with USOE on the Title I N or D program, the single most frequent response from state Title I coordinators was "lack of clarification of guidelines". Of the two-thirds of state coordinators who mentioned some problems, 32 percent cited lack of guidelines clarification. One SEA state Title I coordinator, who voiced some confusion about guidelines

Table 5-4. Primary Sources of Information on Federal Guidelines

Source	SEA Coordinator (%)	SAA Coordinator (%)	Supervisors of Regular Education Programs at Facility (%)	Supervisors of Both Regular Education and Title I Programs at Facility (%)	Supervisors of Title I Program at Facility (%)
U.S. Office of Education	71	18	4	6	8
State Education Agency	-	64	38	57	46
State Applicant Agency	0	-	25	34	33
Federal documents	24	8	0	4	0
Workshops, conferences	12	5	8	6	8
Other	0	7	21	4	8
N	52	73	94	59	26

Figure 5-1. Primary Lines of Flow of Guidelines Information From USOE to State Agencies and Facilities

Note: Larger arrows indicate more important lines of communication. The width of the arrows going to SEA and SAA is roughly proportional to the percentages in the first and second columns in Table 5-4. The width of the arrows to Facility Administrators is roughly proportional to the average percentages of the third, fourth, and fifth columns, weighted according to the number of cases.

as well as dissatisfaction with the way they were communicated, demonstrates the misunderstanding that can result. This coordinator interpreted the requirement that the Title I program focus on basic skills to mean "skills that are basic needs of the students", which he concluded should encompass vocational training. As a result, vocational materials were purchased with Title I funds.

Consistency of Title I Programs With Federal Guidelines

Opinions were obtained from state Title I coordinators and from facility supervisors about the degree to which federal guidelines are being followed. SEA and SAA coordinators were asked how closely they thought guidelines were being followed, both in their own states and across the country. Facility EPAs and Title I supervisors were asked how closely they thought guidelines were being followed, both in their facilities and in other facilities in their states. These results are displayed in Tables 5-5 and 5-6.

Table 5-5 shows that most state Title I coordinators do not think Title I guidelines are being followed across the country. Over one-quarter (27 percent) of the coordinators reported that the guidelines were being followed only slightly, and only one-tenth thought that they were being followed completely. On the other hand, about three-quarters (73 percent) of the coordinators said that guidelines were being followed completely in their own states. The single most frequent reason given by state coordinators for guidelines compliance was that Title I programs were monitored by the state. Responses concerning guidelines compliance across the country are probably better indicators of the degree to which guidelines are actually followed than statements about compliance within the state, since coordinators obviously have a personal interest in compliance within their own states.

In a manner analogous to state coordinators, facility regular education and Title I supervisors report that guidelines are followed closely in their own facilities, but much less so throughout their states. About one-third

Table 5-5. SEA and SAA State Coordinators' Opinions About the Extent to Which Guidelines Are Followed

Extent to Which Guidelines are Followed	SEA (%)	SAA (%)
Across the Country		
Completely	15	7
Somewhat	35	32
Slightly	29	26
Not at all	2	1
Don't know	19	34
Within Your State		
Completely	75	71
Somewhat	23	21
Slightly	0	1
Not at all	0	0
Don't know	2	7
N	52	73

of the facility administrators, which represents 48 percent of those voicing an opinion, responded either "somewhat", "slightly", or "not at all" when asked to what extent federal guidelines were being followed throughout the state (see Table 5-6).

Table 5-6. Facility Supervisors' Opinions About the Extent to Which Guidelines Are Followed

Extent to Which Guidelines are Followed	Education Supervisors* (%)	Title I Supervisor (%)
Throughout the State		
Completely	36	39
Somewhat	26	23
Slightly	4	8
Not at all	2	4
Don't know	32	27
At Your Facility		
Completely	80	73
Somewhat	12	23
Slightly	2	4
Not at all	0	0
Don't know	6	0
N	94	26

*Includes supervisors of education programs who are also supervisors of Title I programs.

Another approach for assessing how closely Title I programs exhibit guideline characteristics is to examine how closely guidelines were followed at the 100 facilities in the sample. In particular, the degree to which program components recommended by USOE have been implemented lends itself to examination, since considerable data were gathered about program components at the facilities.

When the facilities in the sample were examined in terms of the implementation of USOE's program components, it was found that the components existed in some form at virtually all facilities. For example, only 13 percent of all facility Title I supervisors (including those who also supervise the facility education program) said that no needs assessment was conducted by the intake unit of the facility, and only 22 percent said that no special needs assessment was conducted by the facility Title I program. Virtually all (95 percent) said that Title I staff had some inservice education, and that some use of individual performance objectives was made. Eighty-five percent of all state Title I coordinators claimed that all Title I programs in their states were monitored. Ninety-two percent of the state coordinators claimed that all Title I programs in their states were monitored. Similarly, ninety-two percent of the state coordinators claimed that all Title I programs in their states were evaluated, and virtually all facility Title I supervisors cited some facility evaluation activities. In short, basic USOE program components are implemented in some form at most facilities. Although facilities certainly vary in the quality of component development, useful distinctions about adherence to federal guidelines cannot be made merely on the basis of whether USOE program components are present.

In light of the widespread implementation in some form of the program components, how should one interpret the opinion of state coordinators and facility supervisors that guidelines are not being followed? This opinion probably reflects perceptions of the degree to which specific requirements, such as age/grade

eligibility and supplementing versus supplanting, are met. These types of guidelines have been shown (Table 5-1) to be most salient to Title I administrators. When asked why they felt guidelines were not followed completely, administrators' responses usually concerned these issues.* These types of guidelines may be not only the most salient, but also the most commonly violated.

Modifications Recommended by Title I Administrators

State Title I coordinators were asked what changes they would make if they were able to modify existing federal guidelines. Table 5-7 shows the most common responses to this item. Most coordinators did have opinions about how guidelines should be changed; only 10 percent failed to provide any suggestions. Most suggestions had to do with student eligibility or program content; specifically, relaxing requirements about subject matter, age, neediest of needy, and supplementing existing programs. An additional 6 percent said that guidelines should either be eliminated completely or made less rigid. The other two frequently-mentioned suggestions concerned the need for better communication of guidelines (18 percent) and for guidelines that specifically meet the needs of correctional facilities.

Table 5-7 shows that there is widespread feeling among State Title I coordinators that the requirements for Title I program content and student eligibility should be relaxed. When asked what changes they would make, almost half of the state coordinators said they would expand Title I to include subjects other than reading or math, such as vocational education. In contrast with this great concern with student eligibility and program content, state coordinators' suggestions revealed little concern with program components. State coordinators think of

*Lack of adequate money for monitoring was also mentioned frequently.

federal guidelines primarily in terms of requirements for student eligibility and program content, and their suggestions for change focus on relaxing such requirements.

Table 5-7. Suggestions of State Title I Coordinators for Changing Federal Guidelines

Suggestions	Percent of Respondents Mentioning
Include subjects other than reading and math	44
Eliminate or relax age requirement	19
Communicate guidelines better, or provide more definitive guidelines	18
Expand eligibility beyond neediest of needy	15
Provide specific N or D guidelines that meet the needs of correctional facilities	14
Remove supplementary restriction	6
Eliminate guidelines or make guidelines less rigid	6
N	125

To see if there were differences in the kinds of suggestions made by coordinators in states with different sizes of programs, suggestions for change were broken down by program size. SEA coordinators were divided into two groups according to the total number of delinquent youths being served by Title I funds in their state. As Table 5-8 shows, there is little difference in the results for the two groups. The only noteworthy difference is the greater frequency in large-program states of coordinators who wanted specific N or D guidelines that meet the needs of correctional facilities. Overall, however, the size of the state program appears to make little difference in the kinds of suggestions state coordinators have for changing the guidelines.

Table 5-8. Suggestions of SEA Title I Coordinators From States With Large Title I Programs, Compared to Those Of Coordinators From States With Small Title I Programs

Suggestions	Large Programs (%)	Small Programs (%)
Include subjects other than reading and math	39	32
Eliminate or relax age requirement	7	8
Communicate guidelines better, or provide more definitive guidelines	25	24
Expand eligibility beyond neediest of needy	11	16
Provide specific N or D guidelines that meet the needs of correctional facilities	21	4
Remove supplementary restriction	7	0
Eliminate guidelines or make guidelines less rigid	7	4
N	25	27

PROJECT MONITORING AND EVALUATION

Project monitoring focuses on inputs, with the objective of finding out how well a project is being administered, whereas project evaluation focuses on outputs, to determine whether the desired results are being produced (Rossi and Williams, 1972:4). Information about project monitoring and evaluation was obtained from state coordinators and facility personnel.

When asked about the extent of project monitoring, 84 percent of state Title I coordinators claimed that all Title I projects were monitored, and only 6 percent said that no projects were monitored. However, the number of state-level staff involved in administering the Title I N or D program is quite low. SEA coordinators reported an average total full time equivalent (FTE) staffing of only 0.7, and the majority (63 percent) reported that their total staffing was below 0.5 FTE. Although SAA staffing appears to be somewhat higher, it is still quite low. SAA coordinators reported an average total staffing of 2.0

FTE, and over one-quarter (28 percent) reported total staffing of less than 0.5 FTE. This low level of staffing may explain the fact that, when asked about the adequacy of the current monitoring process, 37 percent of state coordinators said either that current monitoring is insufficient in some way or that more monitoring is needed.

Another important characteristic of project monitoring is the type of information gathered, and the purposes for which that information is used. The use of monitoring information that was most frequently mentioned by state Title I coordinators was to assess compliance to guidelines (78 percent). Other frequently mentioned uses were to modify the assistance offered to facilities, to modify instructional programs, to modify objectives, and to determine inservice education needs. The single most frequently reported use of monitoring information (73 percent) at the facility level is for modifying the instructional program. Other important facility purposes included modifying objectives and determining inservice education needs.

State coordinators expressed considerable dissatisfaction with current project monitoring. As was mentioned above, 37 percent of the state coordinators said that current monitoring was insufficient in some way, or that more monitoring was needed. For example, in one state both the SEA and SAA coordinators expressed a need for more extensive monitoring geared specifically to N or D classrooms and teachers, and blamed the lack of adequate staffing and funding for the inadequacy of current monitoring. At one of the facilities, facility personnel reported that no monitoring visits were made by either the SEA or SAA, although once a year they received an evaluation form from the SEA for facility use. At another facility, the Title I supervisor said that the SAA never visited the facility, and had never evaluated the Title I program. The SEA visited that facility yearly, but only to monitor the GED program. Another type of dissatisfaction about monitoring concerned its content. For example, at one facility that was monitored regularly, the EPAs and teachers complained that monitoring procedures were geared too much toward assessing guideline

compliance, rather than providing any meaningful assessment of the program's strengths and weaknesses.

The "supplement rather than supplant" guideline presents problems for many state coordinators. In fact, only 37 percent of the state Title I coordinators reported no problems in implementing this guideline. The most frequently mentioned problems included confusion among facilities about the distinction between supplementing versus supplanting, the use of Title I funds for other than Title I instruction (e.g., for vocational or regular education), and the use of Title I teachers to teach regular education classes. One SEA coordinator reported that the SAA places such a low priority on education, and regular education programs are consequently so undeveloped, that it is difficult to use Title I funds as only supplementary. An SAA coordinator in another state commented that since regular education programs are supported only by whatever funds each facility director can spare from his total operating budget, it is often difficult to restrict Title I spending to services that are exclusively supplementary.

When asked about project evaluation, 92 percent of the state coordinators claimed that all Title I programs in their state were evaluated. In most cases (65 percent) the frequency of evaluation is once a year, although in some states it is more frequent. Nearly all of the state coordinators (97 percent) reported that "student achievement and performance" was the area most often evaluated.

Project evaluation was not considered very adequate by state coordinators. When asked to rate the adequacy of Title I project evaluation, 17 percent of the state coordinators said "very adequate," 35 percent said "adequate." 37 percent said "somewhat adequate," and 10 percent said "very inadequate." Thus, almost half of the coordinators (47 percent) rated current evaluation procedures either "somewhat adequate" or "very inadequate."

The relative ranking of the amount of time coordinators spend in various technical assistance activities (including monitoring and evaluation) is shown in Table 5-9. As can be seen in the table, most of the limited time available is spent on proposal review, project implementation, and monitoring; substantially less time is spent on evaluation, on the average.

Table 5-9. State Coordinators' Rank-Order of the Relative Amount of Time Spent on Technical Assistance Activities

Type of Assistance	Average-Rank Order
Project Development and Implementation	2.6
Project Monitoring	2.8
Proposal Review and Approval	2.9
Needs Assessment	4.0
Project Evaluation	4.7
Inservice Education	4.8
Setting Performance Objectives	4.9
Selection of Materials, Equipment, Instructional Techniques	5.6

Despite problems with the monitoring and evaluation process, most facilities are at least in contact with the SEA and SAA; 79 percent of the facility Title I supervisors said they have some contact with the SEA, and 92 percent reported having some contact with the SAA. Only 23 percent said either that they (1) had no contact with the SEA, (2) lacked communication with the SEA, or (3) lacked assistance from the SEA. Similarly, with regard to the SAA, only 29 percent said they either had no contact, lacked communication, or lacked assistance. Title I supervisors who did not indicate a lack of contact, communication, or assistance reported few problems with state agencies. In fact, 45 percent of them said they experienced no problems at all in working with the SEA on the Title I program, and 29 percent said they experienced no problems with the SAA.

DECISION-MAKING ABOUT PROGRAM OPERATIONS

The success or failure of a program may at times be determined by who makes decisions about key aspects of program operations, and whether the administrative level is appropriate to the type of decisions. State coordinators and facility EPAs were asked to identify who actually makes decisions for the Title I program in different programmatic or administrative areas. State coordinators were asked about decision-making relative to the state-wide Title I program (see Tables 5-10 and 5-11), and EPAs were asked about decision-making relative to the facility Title I program (See Table 5-12). Entries in the tables are the percentage of respondents who said that SEA, SAA, or facilities were involved in a given decision-making area. Rows can sum to more than 100 percent because respondents could indicate the involvement of more than one decision-maker in each category.

Comparison of Tables 5-10 and 5-11 shows that the perceptions of SEA and SAA coordinators tend to correspond fairly closely; however, they did differ in some ways. First, there is a slight tendency for coordinators from each agency to emphasize the role of their agency as compared to the other. SAA coordinators gave an average response of 62 percent across all decision-making areas for SAA involvement, whereas SEA coordinators gave an average of only 51 percent for SAA involvement. Only a slight difference appears for SEA involvement: SEA coordinators gave an average response of 42 percent across all decision-making areas for SEA involvement, whereas SAA coordinators gave them an average of 39 percent. Also, SAA coordinators tend to emphasize the role of facilities more than SEA coordinators do: SAA coordinators gave an average response of 59 percent for facility involvement, compared to 47 percent for SEA coordinators. Since facilities are administratively part of the SAA, this difference is consistent with the tendency of coordinators to exaggerate their own agency's part in making a decision.

Table 5-10. Perceptions of State Education Agency Title I Coordinators About Agency and Facility Involvement in Title I Decision-Making

Decision-Making Area	SEA Involved (%)	SAA Involved (%)	Facilities Involved
Program monitoring procedures	87	52	10
Interpretation of federal guidelines	87	17	4
Phasing out programs	78	62	30
Program evaluation procedures	77	50	23
Procedure for fund allocation	58	44	0
Reduction of funding	50	46	1
Criteria for participant eligibility	50	52	50
Priorities for program components	44	50	46
Evaluating instructional programs	44	56	65
Needs assessment procedures	42	52	48
Program performance objectives	38	56	62
Setting goals for instruction	23	62	62
Planning instructional programs	21	60	73
Evaluating student group progress	19	44	75
Assigning resources for classes	13	60	69
Defining neediest students	12	48	73
Selecting supplementary materials and equipment	10	54	81
Selecting basic instructional materials	8	52	81
N	52		

Table 5-11. Perceptions of State Applicant Agency Title I Coordinators About Agency and Facility Involvement in Title I Decision-Making

Decision-Making Area	SAA Involved (%)	SEA Involved (%)	Facilities Involved (%)
Program monitoring procedures	84	60	38
Program evaluation procedures	79	64	45
Evaluating instructional programs	77	41	71
Phasing out programs	71	60	38
Program performance objectives	70	40	60
Priorities for program components	66	45	68
Setting goals for instruction	66	22	77
Procedure for fund allocation	64	63	22
Planning instructional programs	63	10	88
Needs assessment procedures	60	34	66
Assigning resources for classes	58	8	31
Criteria for participant eligibility	56	44	53
Selecting supplementary materials and equipment	56	12	88
Selecting basic instructional materials	55	10	88
Interpretation of federal guidelines	53	96	8
Reduction of funding	52	62	15
Defining neediest students	48	14	78
Evaluating student group progress	45	18	84
N	73		

Table 5-12. Perceptions of Facility Educational Supervisors and Title I Supervisors About Agency and Facility Involvement in Title I Decision-Making

Decision-Making Area	Facilities Involved (%)	SEA Involved (%)	SAA Involved (%)
Assigning resources for classes	66	31	38
Program performance objectives	53	36	33
Needs assessment procedures	51	30	38
Evaluating instructional programs	50	28	36
Priorities for program components	46	29	38
Defining neediest students	44	27	28
Criteria for participant eligibility	42	38	30
Setting goals for instruction	41	34	37
Program evaluation procedures	39	35	28
Planning instructional programs	37	46	37
Phasing out programs	36	52	24
Interpretation of federal quidelines	35	55	34
Selecting basic instructional materials	31	58	63
Selecting supplementary materials and equipment	29	56	62
Evaluating student group performance	29	54	57
Procedure for fund allocation	22	52	32
Reduction of [illegible]	19	60	24
Program monitoring procedures	5	35	37
N	120		

In terms of the relative involvement of the SEA and SAA in different decision-making areas, SEA and SAA coordinators agree that the SAA has greater overall involvement than the SEA, although SEA coordinators report a smaller disparity. SAA coordinators gave an average response of 62 percent for SAA involvement and 39 percent for SEA involvement, whereas SEA coordinators gave an average of 51 percent for SAA and 52 percent for SEA. The SAA was generally described as more involved than the SEA in decision-making on matters that were closer to the facility or classroom level, such as defining neediest students, setting goals for instruction, assigning resources for classes, and selecting basic instructional materials. On the other hand, the SEA was described as more involved than the SAA in decisions concerning reduction of funding and interpretation of federal guidelines.

The opinions of EPA's differ from the views of state coordinators'. More facility supervisors than state coordinators say that the facility plays a role in the interpretation of federal guidelines. Whereas state coordinators think that the SEA, and to a lesser extent the SAA, are the primary decision-makers in this area, over one-third of the facility supervisors reported that the facility plays a part in making decisions about guidelines interpretation. On the other hand, there are a number of decisions in which more state coordinators than facility supervisors think the facility is involved. These areas include defining neediest students, setting goals for instruction, selecting basic instructional materials, selecting supplementary materials and equipment, and evaluating student group performance. In short, fewer facility supervisors than state coordinators appear to think that facilities exercise decision-making power over the nature of instruction.

When state coordinators were asked whether they encourage the development of one Title I program component over another, almost two-thirds responded positively. Whereas 58 percent of these respondents indicated that they give special emphasis to reading/language arts, and 33 percent reported emphasing both math and reading, only 1 percent reported giving special emphasis to the math component alone.

Information was also obtained about who participates in decision-making at the facility level. Teachers and Title I supervisors were asked to rate the level of influence of people in different roles in making management decisions about the Title I program at the facility. This information is displayed in Tables 5-13 and 5-14.

Table 5-13. Title I Supervisors' Opinions About Who is Influential at the Facility in Making Management Decisions About the Title I Program

Role	Very Influential (%)	Influential (%)	Not Influential (%)
Title I Supervisor	73	24	2
Education Administrator	69	27	4
Title I Teachers	52	46	2
Correctional Administrator	22	34	44
Non-Title I Teachers	20	51	29
Treatment/Support Staff	12	43	44
N	91		

Tables 5-13 and 5-14 show a close correspondence between supervisors' and teachers' opinions about the amount of influence exercised by different roles at the facility level in making Title I management decisions. These tables have been ordered according to the percentage of respondents who rated a given role as very influential. For example, the first row in both tables is for the Title I supervisor, since the Title I supervisor was rated as highly influential by more teachers and more supervisors than any other role. Comparing the order of Tables 5-13 and 5-14, in fact, shows that teachers and supervisors rank-ordered the influence of different roles almost exactly the same. The only difference is in the rank-order of the least influential two

Table 5-14. Title I Teachers' Opinions About Who is Influential at the Facility in Making Management Decisions About the Title I Program

Role	Very Influential (%)	Influential (%)	Not Influential (%)
Title I Supervisor	71	24	5
Education Administrator	65	25	10
Title I Teachers	49	31	20
Correctional Administrator	26	25	50
Non-Title I Teachers	4	33	63
Treatment/Support Staff	6	24	70
N	139		

roles: slightly more teachers rate treatment/support staff as very influential than rate non-Title I teachers as very influential, whereas slightly more supervisors rate non-Title I teachers as very influential than rate treatment/support staff as very influential. However, over two-thirds (70 percent) of the teachers said that treatment/support staff were not influential; in contrast, over one-half (55 percent) of the supervisors said that the treatment/support staff was either influential or very influential. The supervisors and the teachers agree that by far the most influential roles in making Title I management decisions are the Title I supervisor, the EPA, and the Title I teachers.

Facility directors were asked about the extent to which they personally try to guide and influence decisions about the facilities' general education and Title I programs. The responses indicate that facility directors tend to be less involved in Title I decision-making than in regular education decision-

making. Whereas 45 percent of the facility directors said they try to guide and influence decisions about the regular education program a lot, only 26 percent said the same about the Title I program.

This analysis of decision-making has so far focused only on who makes the decisions, and not on the nature of the decision-making process. The decision-making process can be characterized in terms of the degree to which it is hierarchical or participative. In a hierarchical process, decisions are unilaterally imposed by those in authority, while in a participative process, decisions are reached by negotiation among many participants. To gain some information about this hierarchical-versus-participative dimension, state coordinators and facility supervisors were asked to describe the decision-making process in a number of areas in terms of the degree to which decisions are open to negotiation, as opposed to unilaterally imposed.

Clear differences emerge concerning the degree to which the decision-making process in different areas is viewed as participative. Funding decisions were viewed by facility personnel as the least participative. Only one-third (34 percent) of facility regular education and Title I supervisors said that funding decisions were open to negotiation. This is not surprising, since facility supervisors see funding decisions primarily as state-level decisions, with little facility involvement (Table 5-12). Interestingly enough, most state coordinators (56 percent) claimed that funding decisions were not unilaterally imposed, but were open to some negotiation. In terms of the instructional content of individual Title I projects, both state coordinators and facility supervisors predominantly agreed (83 percent in both cases) that decisions were open to negotiation. In short, state coordinators and facility supervisors agree on the participative nature of decisions concerning instruction, but disagree somewhat about the degree of openness to participation in funding decisions, which facility supervisors tend to see as more hierarchical.

SUMMARY

The findings of this chapter can be summarized as follows:

- There is at least some knowledge of federal guidelines among almost all Title I state and facility administrators. The most widely known guidelines appear to be (1) that Title I should supplement existing education programs, (2) that students must be under 21 years old, (3) that Title I should serve the educationally deprived, and (4) that Title I should provide remedial instruction in reading and math. Administrators primarily think of federal guidelines in terms of these types of eligibility requirements and program goals, as opposed to USOE-suggested program components.

- The primary means by which this guideline information reaches the facility level is through state education agencies. Communication through the state applicant agency is a less important means of transmitting guidelines information, and direct communication from USOE to the facilities is used even less.

- Title I administrators express considerable dissatisfaction about the lack of clarity of federal guidelines. Moreover, administrators do not think guidelines are being closely adhered to across the country.

- Many facility administrators do not think guidelines are being followed throughout their state. Nonetheless, when the facilities in the sample were examined in terms of the implementation of USOE's program components, it was found that the components exist in some form at virtually all facilities.

- When state coordinators were asked what changes they would recommend in federal guidelines, the most common responses concerned eliminating specific requirements about student eligibility or program content. This included recommendations to provide subjects other than reading or math, eliminate the age requirement, expand eligibility beyond the neediest of

the needy, and remove the restriction that Title I must supplement existing programs. In short, there is widespread opinion among state coordinators that requirements for Title I program content and student eligibility should be eliminated.

- The vast majority of Title I projects are monitored and evaluated by the state agencies. Monitoring is used to assess compliance with guidelines, and to assess the need for changes in the program and in state assistance. However, state and facility administrators are considerably dissatisfied with the quality of current project monitoring and evaluation.

- State applicant agencies tend to be involved in decision-making about more aspects of program operations than are state education agencies. SAAs are more involved than SEAs in decisions on matters close to the facility or classroom level, such as defining neediest students, setting goals for instruction, assigning resources for classes, and selecting basic instructional materials. On the other hand, the SEA appears to be more involved than the SAA in decisions on reduction of funding and interpretation of federal guidelines.

CHAPTER 6. FUNDING

This chapter examines the fiscal aspects of the Title I programs in both the state agencies and the sample facilities. A description of the expenditures at both levels has been provided for two reasons. First, the individual facilities draw their funds from sources other than Title I, and in order to provide a complete funding picture it is necessary to describe the other sources. Second, Title I funds, as well as these other funds, are normally transferred across several government levels and agencies. Accurate portrayal of facility funding must include a description of these intermediate steps. This chapter has four major sections: state funding characteristics, facility funding characteristics, the relationship between certain facility characteristics and expenditure levels, and suggested modifications in Title I fiscal procedures.

The first section describes funding at the state level. Information for this section was obtained from the state education agency (SEA) fiscal officer, who provided data not only about the SEA but also about the state applicant agencies (SAAs) that were directly responsible for the sample facilities. Through a combination of follow-up letters and telephone calls, it was possible to obtain at least partial information from all 52 state education agencies (the 50 states, Puerto Rico, and the District of Columbia). The analysis of these data included a description of the level of funds, the amount retained by each agency and for what purposes, and the contribution of each source to the total education budget of the state for N or D institutions.

The budgetary aspects of the participating facilities are described in the second section. Information was obtained from the facility fiscal officer and was available for all 100 sample institutions. The level and allocation of Title I funds was the focal point for the analysis. Other funding sources, such as state education funds and non-Title I federal funds, were analyzed

as they contributed to the services at the facility or by way of contrast to Title I expenditures.

The relationship between the level and use of expenditures and the characteristics of the facilities is investigated in the third section. The analysis included variables such as facility type and size, as well as the facility and program profiles discussed in the earlier chapters of the report.

Recommendations made by the fiscal officers for modifications in the Title I procedures are covered in the last portion of the chapter. Problems such as timing of yearly funding, delays in authorization, and formats of accounting are of particular interest here.

STATE FUNDING

As was mentioned above, the state education agency (SEA) fiscal officer provided the data on which this section is based. This data source was used on the assumption that the SEA acts as the intermediary agency between the federal government and the various state applicant agencies (SAAs) for Title I N or D funds. Other funds used for financing education programs in state institutions are often allocated directly from the state legislature to the SAA or even to the facilities. Where possible, information on the level of these funds was obtained by the SEA and reported to us, but in many states it was not practical or feasible to do so. Nineteen of the SEAs were unable to provide this information; thus, the findings regarding direct state education funding are based on a subset of the states. Investigation of possible bias due to non-response indicated no statistically significant differences between responding and non-responding (with regard to omission of state educational funding) states in geographic location, size of education program, or amount of Title I funding. It seems reasonable, then, to assume that the results reported below are representative of all 52 SEAs.

Level of Funds at the State Education Agency

The analysis of the information provided about the state education agency focused on three questions: How much money was available for education programs in the state institutions? Where did this money come from? Where did the money go?

Table 6-1 presents the distribution of total education funds for the responding SEAs. The total funds were calculated by summing the state, Title I, and other federal funds.* Examination of these figures provides a number of interesting results. There was tremendous variability in terms of total funds for education. The range was from $173,000 to over $10,000,000. The distribution was also highly skewed, with over a third of the cases lying in the highest two intervals. The average state had approximately 2.75 million dollars available for education programs in state institutions, although half of the states had less than 1.8 million dollars.

In absolute dollars, Title I grants ranged in size from about $24,000 to over 2.2 million dollars, and averaged about $550,000. These figures differ from the 1975-76 Title I state allocations in certain instances because they represent actual expenditures and include carryover funds. State funds averaged about two million dollars. This money, of course, finances the entire regular education program within state institutions, and represents a per-student expenditure slightly below that currently expended in public school systems across the country.

Figure 6-1 presents the average percentage of funds derived from the three expenditure sources. As can be seen, about two-thirds of the total funds,

*If information was missing on any of these three sources, a total was not computed.

Table 6-1. Distribution of Funds for State Education Agency by Type of Funding

Amount of Funds	Title I (%)	State (%)	Other Federal (%)	Total (%)
Less than 50,000	2	0	30	0
50,001-200,000	33	15	21	6
200,001-300,000	12	0	21	3
300,001-400,000	3	3	6	3
400,001-500,000	6	12	8	3
500,001-600,00	6	6	0	6
600,001-700,000	6	0	3	3
700,001-800,000	6	6	0	3
800,001-900,000	4	3	0	6
900,001-1,000,000	4	3	0	0
1,000,001-2,000,000	15	18	5	21
2,000,001-3,000,000	2	12	3	12
3,000,001-5,000,000	0	6	0	15
5,000,001 and over	0	15	3	18
Average	553,000	1,991,000	403,000	2,752,000
N	52	33	38	33

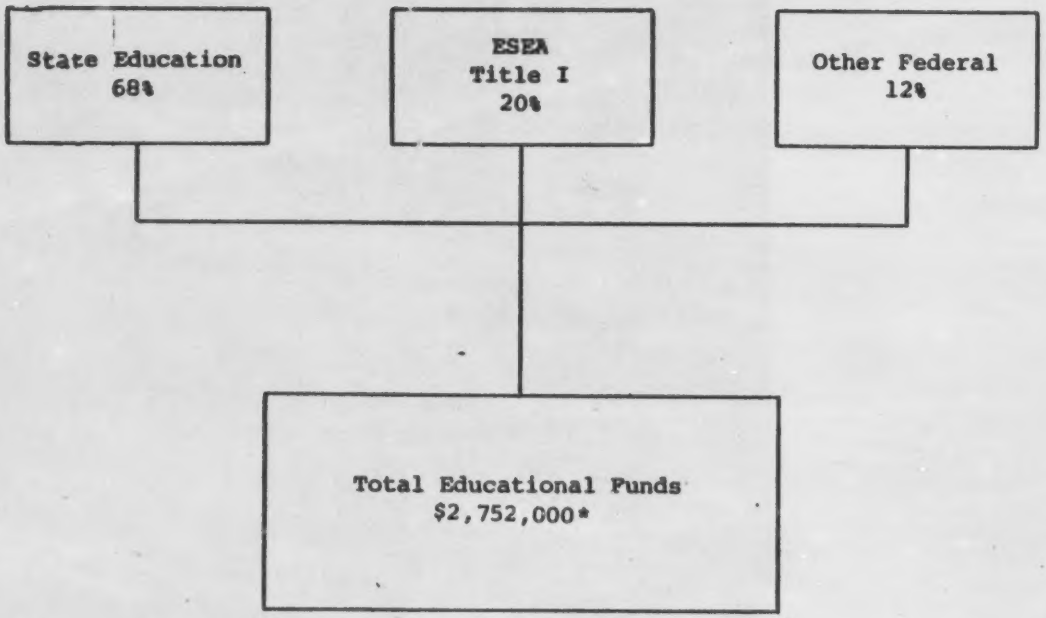

Figure 6-1. Average Composition of Total Educational Funds for State Institutions by Source**

*Represents average number of dollars allocated to education for state correctional and neglected institutions.

**Represents average percent of total funds derived from this source.

on the average, were derived from state sources. This percentage ranges from 25 percent to 97 percent, with a median value of 73 percent. Title I represented a sizable 20 percent of the total, although this figure ranged from 3 percent to over 50 percent. This variation was not related to either the geographic region or the size of the education program in the state. Other federal funds, including Title I handicapped or other ESEA funds, contributed the remaining 11.5 percent of total educational funds.

Flow of Funds to Facilities From the SEA

A very low percentage, on the average, of the money given to SEA is retained by the SEA for administrative purposes. In fact, the average percentages are 2 percent of Title I N or D funds, 3 percent of state funds, and 1 percent of other federal funds. In fact, above three-fourths of the SEAs retained no Title I N or D funds for program administration. This was also true for the other two types of funding. The state education agencies apparently relied very little on retained money from these sources for ongoing operations. Often, sources such as the administrative set-aside for the regular ESEA Title I were used to defray such costs.

Table 6-2 presents the average percentage of retained Title I money spent in each of seven designated areas: administrative services, curriculum development, evaluation, diagnostic services, inservice education, post-release follow-up, and other services. Examination of these results shows the priorities given to the different areas by the states that retained Title I money. About 70 percent of the retained Title I money was spent on administrative services. After administrative services, the "other" category, which included such things as equipment and materials, was the single largest category. It is interesting to note that relatively small percentages of money were spent in the areas of evaluation and inservice education. Evidently, either the SEAs feel that these areas are generally beyond their scope of responsibility, or they are paying for them with funds other than those reported here.

Table 6-2. Distribution of Retained Title I Funds by Agency

Agency	Administrative Services (%)	Curriculum and Program Development Activities (%)	Evaluation and Reporting Activities (%)	Diagnostic Services (%)	Inservice Education (%)	Post-Release Follow-up (%)	Other Services (%)
SEA (N=13)*	69	3	1	5	2	1	18
SAA/Adult (N=15)	74	16	2	0	3	0	4
SAA/ Delinquent (N=16)	69	21	3	2	4	0	1
SAA/ Neglected (N=7)	67	11	4	2	16	0	0

*N indicates the number of agencies reporting retained Title I funds. Entries indicate the percentage of such funds used for various services

The SAAs

The SEA allocates the remaining funds to the various SAAs within its state on the basis of the number of eligible students. Figures 6-2 to 6-4 summarize the average percentage of funds received by the SEA and distributed to the Adult SAA, the Delinquent SAA, and the Neglected SAA.

Slightly more than 68 percent, on the average, of the Title I funds received by the SEA were distributed to the agencies for juvenile offenders (see Figure 6-2). Another 21 percent was allocated to the Adult SAA. Agencies responsible for neglected institutions received only 9 percent of the total state allocation, on the average. Of some interest is the variance around the average percentage figures. The state SEAs differed widely in their pattern of allocation to the SAAs. One state gave all its Title I money to the Neglected SAA. Half of the SEAs allocated between 15 percent and 40 percent of the Title I money to the Adult SAA.

The picture for state education funds and other federal education funds is generally similar. Again, the Delinquent SAA received the largest share of the money, averaging approximately 57 percent. However, the proportionate share going to the Adult SAA is larger than the proportion of Title I money. On the average, 40 percent of the other federal funds are allocated to the Adult SAA, as opposed to 22 percent of the Title I funds. In all cases, the Neglected SAA received an average of less than 10 percent of the available funds.

The last step in the flow of funds is from the SAAs to the facilities. Once again, Figures 6-2 to 6-4 provide the description of this process. The average percentage of the SEA money received and retained by the SAA has been reported, as well as the percentage of SEA money passed on by the SAA to its various facilities.

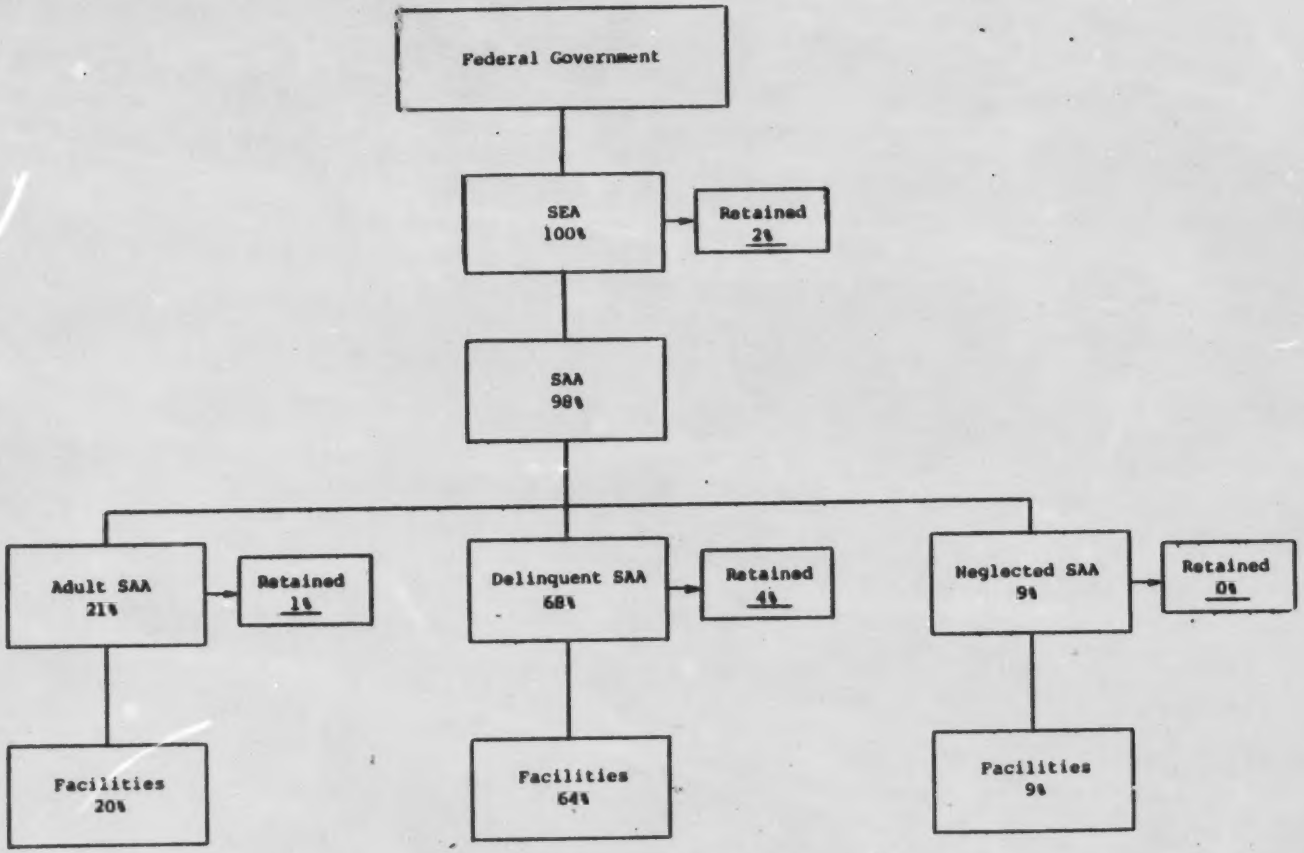

Figure 6-2. Flow of Title I N or D Funds to State Facilities*

*Reported figures represent average percentages across states using the Title I money at SEA as base.

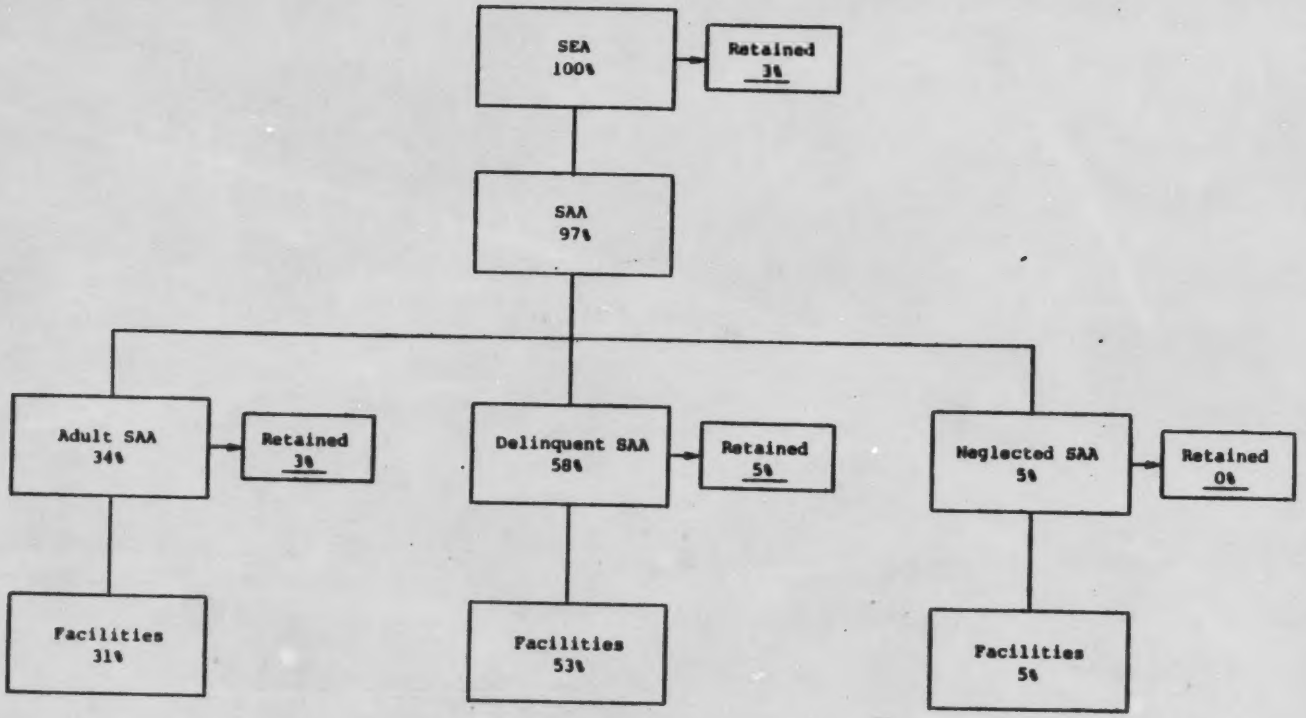

Figure 6-3. Flow of State Education Funds to State Facilities*

*Reported figures represent average percentages across states using the state education funds at SEA as base.

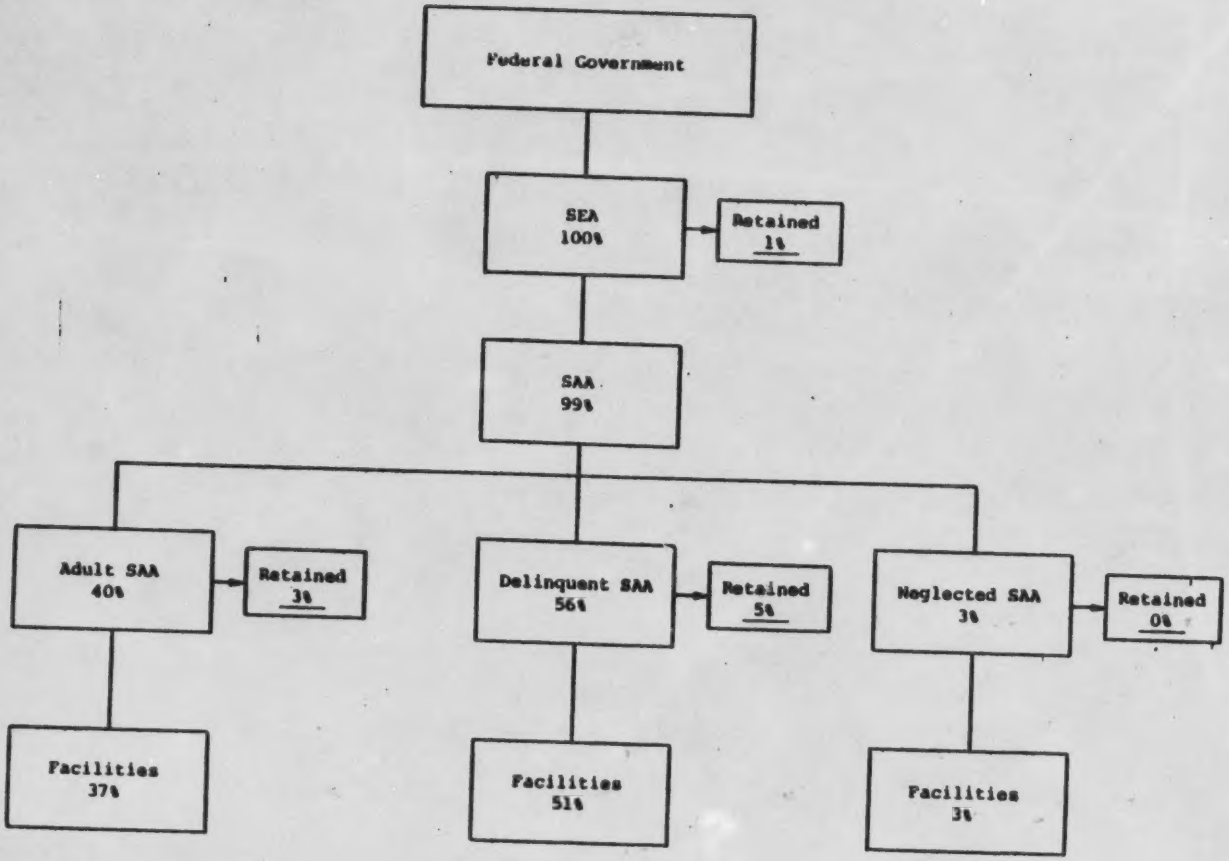

Figure 6-4. Flow of Other Federal Funds to State Facilities*

*Reported figures represent average percentages across states using the total of other federal education funds at SEA as base.

With respect to the Title I funds as shown in Figure 6-2, two things are apparent. First, the percentage retained by the SAAs varies across type of SAA. The Delinquent SAA retains, on the average, the largest percentage of funds for administrative purposes. Second, a very high proportion of the Title I money is being distributed to the facilities where it can have an impact on the intended participants. On the average, only about 7 percent of the Title I money is retained by SEA and SAAs combined. Approximately 93 percent of the money is being expended at the facility level in direct services to students.

As at the SEA level, the Title I money that was retained by the SAAs was used primarily for administrative services. Table 6-2 shows that for all four state agencies, about 70 percent of the retained Title I money was allocated to this category. This figure represents the average percentage for those state agencies actually retaining some money. Examination of the reported Ns indicates that in fact, few of the SAAs (less than 30 percent) kept any Title I money. One other interesting figure in this table is the increased emphasis on curriculum development in the SAAs, as compared with the SEA. The SAAs, particularly the Adult SAA, show a high priority in this area.

The picture for state and other federal funds is somewhat different than that for Title I funds. As seen in Figures 6-3 and 6-4, a higher percentage of these funds is retained by the various state applicant agencies. For the state funds, the average percentage retained ranges from 0.2 percent for the Neglected SAA to over 5 percent for the Delinquent SAA. The corresponding figures for the other federal funds are of similar magnitude, with one exception: no non-Title I federal money was retained by the Neglected SAAs for administrative purposes.

FACILITY FUNDING

This section of the chapter describes the level and allocation of Title I funds for the sample facilities. Information for the description was obtained from the facility fiscal officer. At least partial information was obtained for all 100 facilities, although the analyses reported here are based upon those facilities for which the relevant information was available. Investigation of possible response bias indicated that facilities responding to these specific items were not significantly different in terms of program size or amount of Title I funds from non-responding facilities. Some geographic differences were apparent, but since geographic region was not found to be a major factor in relationship to facility expenditures there should be no bias in the reported results.

The purpose of the analyses was to provide a picture of how much Title I money was available to the institutions and to follow this money as it was allocated for staff and materials. State education and other federal funds were also analyzed, so that a complete description of the educational resources existing in the facilities would be provided. The organization of this section is based upon the following topics: the characteristics of educational expenditures in the facilities; the educational areas in which the money was spent; the staff allocation; the materials allocation; and finally, the relationship of expenditures to type of facility.

Level and Source of Educational Expenditures

The initial question posed at the facility level was: How much money is expended on the educational services provided by the institutions? Table 6-3 presents the distribution of facilities in terms of per-student expenditures. Separate per-student expenditures are reported for the three primary sources of funds: Title I, state education, and other federal education funds.

Table 6-3. Facility Per-Pupil Expenditures by Type of Funding

Per-Student Expenditure	Title I (%)	State Education (%)	Other Federal (%)	Total (%)
Less than 100	19	8	72	2
100-300	24	18	12	15
301-500	23	17	4	10
501-600	5	7	0	2
601-700	5	8	2	3
701-800	5	6	3	3
801-900	4	8	4	4
901-1000	4	4	2	6
1001-1200	5	3	0	12
1201-1400	0	8	0	4
1401-1600	4	1	0	4
1601-2000	1	1	0	16
2001-2400	0	4	0	7
2400+	0	6	2	12
Average	456	801	171	1358
N	75	72	68	68

Per-student figures are reported to remove the effects of size of program from the description of facility-level expenditures. The [illegible] figure was calculated by dividing the total expenditure from the fund at the facility level by the reported number of participants receiving services funded from that source. This figure was then standardized to remove the effects of varying cost-of-education across facilities. The cost-of-education index was based upon the level of teachers' salary at the facility as it related to the average salary level for all sample facilities. The teachers' salary was used for the index construction because teachers' salaries usually account for 75-80 percent of all education costs. The use of standardization index allows direct comparison of the per-student expenditures across facilities.

The last column in Table 6-3 represents a weighted total per-student expenditure for Title I participating students. Total per-student expenditure for Title I participants in a facility was calculated by summing the Title I per-student expenditure with the per-student expenditure for state and other federal funds, weighted by the proportion of overlap between the populations served by these funds and the Title I population. For example, suppose a facility had per-student expenditures of $900 for Title I, $800 for state, and $200 for other federal funds. Assume also that all Title I students received services from state education funds (1.00 overlap), and half the Title I students received services from other federal funds (.50 overlap). The total per-student expenditure for Title I students in this institution would then be: $900 + (1.00) $800 + (.50) $200 = $1800. This type of figure represents the best estimate of expenditures on Title I participating students in that facility.

The per-pupil figures were also adjusted to account for the rapid student turnover experienced in these facilities and education programs. The average length of stay for students in the Title I program was calculated for each facility and used as a weighting factor for the per-student expenditure. Thus, if a facility had an average student length of stay of six months, its weight would be 6/12, or .5. The proportion (.5) would be multiplied by the per-student expenditure to arrive at the final per-student figure.

Looking first at the per-student expenditures in the facilities for Title I funds (Table 6-3), it can be seen that on the average approximately $450 per student was expended. However, there was substantial variation about this figure; in fact, the range in expenditures went from less than $100 to almost $1700 per pupil. However. almost half of the facilities spent between $100 and $500 per student of Title I funds.

The per-student expenditures for state education funds exhibited even more variability in level than did the Title I expenditures. The range across facilities was from a low of $0 (no state money expended) to a maximum of $3200 per student. It is interesting to note that some of the facilities actually reported no state money for education. Evidently these facilities either financed their regular education program from other sources or no regular education program existed at the facility.

Other federal funds, i.e., non-Title I funds, are reported in the third column of Table 6-3. The noteworthy feature of this distribution is that almost three-fourths of the facilities had other federal per-student expenditures of less than $100. In fact, over half the facilities reported no other federal funds expended for educational services. It would appear that Title I constitutes the major source of federal revenue for education in state facilities.

The total amount of funds expended on the Title I students in the sample facilities is reported in the last column of Table 6-3. As mentioned above, this figure is a weighted sum across expenditure sources; it should be treated cautiously, as it could be influenced by any errors affecting the individual component figures. Nevertheless, it does provide some information on the relative level of fiscal resources available in the facilities for Title I program participants. As would be expected from the previous results, there was much variation in this distribution. The average (mean) total educational expenditure was approximately $1350 per Title I student; the median value was

$1100 per pupil. Yet the expenditures ranged from under $100 to over $5000 per student. Comparable figures for the same year from USOE's Evaluation of the Emergency School Aid Act indicate an average total educational expenditure in the public schools of $1550 per pupil, well above the averages reported here for students in state institutions. However, as will be shown later in this chapter, most of this difference is due to extremely low per-capita expenditures in adult facilities.

Where was this money obtained, and what was it used for? Figure 6-5 shows the flow of money into the correctional facility, and the facility's allocation of this money into two primary educational expenditure categories: staff and materials. The values reported in Figure 6-5 are average percentages across all facilities.

The average facility's total educational budget was composed of 65 percent state education funds, 25 percent Title I funds, and about 9 percent other federal funds. The mean contributions of state education, Title I, and other federal funds to the educational budget were 70 percent, 19 percent, and 17 percent, respectively. These results indicate that the Title I money generally represents a substantial portion of the total educational budget of the facilities.

It is interesting to look at the allocation of these funds to detect the priorities existing in the facilities. Not surprisingly, state education and Title I funds were used mainly for personnel (81 percent and 74 percent, respectively). This pattern of allocation is comparable to the one found in the public schools, where the single largest expenditure is characteristically for staff. The relative departure of other federal funds from this pattern is due to the different objectives of those programs. On the average, 60 percent of these funds were spent for materials, rather than staff. A more detailed description of the type of staff and materials for which this money was expended is presented in the next two sections.

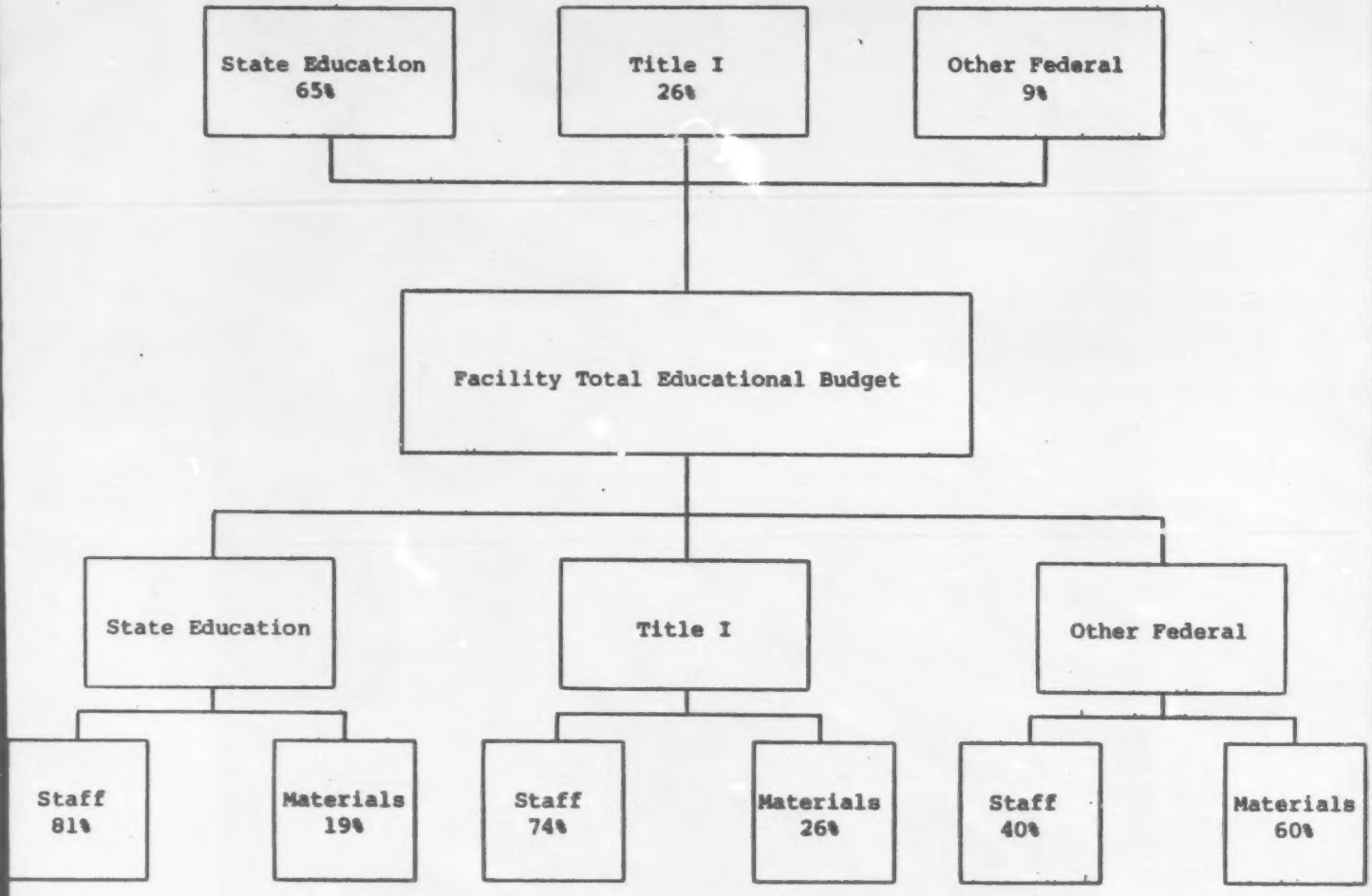

Figure 6-5. Origin and Allocation of Facility Educational Funds by Funding Source

Allocations for Personnel

The present section examines the expenditures for staff in more detail, and presents results showing the allocation of the different funds for specific types of personnel. The results provided an insight into the staffing priorities of the facilities, as well as the comparative priorities for the different types of funding.

Table 6-4 contains the average percentage of staff expenditures spent on four different types of personnel: classroom, administrative, counseling, and support staff. The classroom staff category includes teachers and paid aides. The support category includes clerks and other miscellaneous staff.

Table 6-4. Facility Average Allocation of Educational Funds for Personnel

Type of Fund	Type of Personnel			
	Classroom (%)	Administrative (%)	Counselors (%)	Support/Other (%)
Title I (N=87)	81	2	6	10
State Educational (N=70)	41	12	9	37
Other Federal (N=26)	12	5	12	72

Title I staff expenditures were spent almost entirely for classroom personnel. The average facility allocation for classroom personnel was over 80 percent, and the median expenditure was 97 percent. This pattern was by no means uniform across facilities. Three facilities spent none of their staff budget for classroom personnel, while about half of the facilities spent their entire allocation in this category. The support staff category had an average

allocation of about 10 percent, although the median was less than one-half of one percent. Almost 60 percent of the institutions spent no Title I funds in this area. The remaining personnel areas also received small amounts of Title I staffing budget.

The state education results reflected a different allocation pattern. An almost even split (41 percent and 37 percent) was apparent between average allocations for classroom personnel and support staff. Also, the state education budget showed the only sizable percentage allocation for administrative staff (about 12 percent). The other federal funds were generally used for other support staff (the average allocation being 72 percent). It would appear that Title I funds were allocated for classroom staff, while funds from the other two sources were used for other kinds of personnel. This is in keeping with the objective of these funds: improvement in basic skills.

Allocations for Materials

The other general educational expenditure category is materials, or more accurately, non-personnel expenditures. It was noted previously that only a small percentage (about 25 percent of Title I funds, and 12 percent of state funds) was actually spent in this category. Table 6-5 contains the average percentage of materials expenditures related to each of four types of non-personnel expenditures: instructional materials (textbooks, supplies, and instructional equipment), inservice education, building maintenance, and fringe benefits (travel and employee benefits).

Instructional materials was the largest single expenditure area for non-personnel funds, regardless of source. Over 40 percent of the non-personnel Title I money was spent in this area, and over 70 percent of the other federal funds expended for materials were allocated in this area. Small average percentages (less than 5 percent) of the non-personnel budgets were allocated for building maintenance and inservice education. Fringe benefits comprised

Table 6-5. Facility Average Allocation of Education Funds for Other Than Personnel

Type of Funding	Expenditure Area			
	Instructional Materials (%)	Inservice Education (%)	Building Maintenance (%)	Fringe Benefits (%)
Title I (N=87)	44	4	2	50
State Educational (N=71)	40	0	5	55
Other Federal (N=42)	71	2	0	27

*This category includes textbooks, materials, and supplies for instruction, as well as equipment used for instruction.

over half of the Title I and state education non-personnel expenditures, on the average. This is in accordance with the large portion of program funds spent for personnel. As in all the results discussed so far, great variability was evidenced across facilities. Investigation of the cause of this variation is deferred to a later section.

Expenditures for Educational Services

The various educational services provided by the regular classroom program and the Title I program have been described in Chapter 3. This section examines the total amount of money (staff and materials combined) that was expended in each of six educational service areas: language arts/reading, mathematics, vocational education, educational counseling, cultural enrichment, and other educational services (including supplies, equipment, etc.). The average

percentage allocation was calculated, and is reported in Table 6-6 for the different types of funds.

Table 6-6. Average Facility Allocation of Funds to Educational Service Areas

Type of Funding	Language Arts/ Reading (%)	Mathematics (%)	Vocational Education (%)	Educational Counseling (%)	Cultural/ Enrichment (%)	Other Educational Services (%)
Title I (N=90)	44	24	3	5	1	23
State Education (N=71)	21	12	23	6	2	36
Other Federal (N=47)	14	2	54	2	1	26

Title I funds were heavily channeled into the basic skills area. On the average, about 70 percent of the Title I money supported activities in the combined areas of reading and mathematics. Of the two, language arts/reading was more heavily supported (about 44 percent vs. 24 percent). Of the remaining areas, only the miscellaneous category of "other services" received any sizable portion (23 percent). It is interesting to note the great variability in the use of Title I money. Every category except cultural enrichment had maximum facility percentages of 100 percent.

The state and other federal funds had different allocation patterns. The other federal funds were spent primarily in the vocational education area (55 percent), while the state funds were fairly evenly split across language arts/reading (21 percent), vocational education (23 percent), and "other" services (36 percent).

This pattern is not surprising, since these funds finance the regular education programs in the facilities. These programs are generally geared more toward career and skill development than are the Title I programs. Again, substantial variation across facilities was found. The next section of the chapter looks at this variation in more detail.

RELATIONSHIP OF EXPENDITURES TO FACILITY TYPE

In the facility fiscal results reported above, an attempt was made to characterize the typical or average situation. However, as was noted, the variation around this typical value was often more noteworthy. This section investigates this variation by examining the relationships between facility characteristics and expenditures. Specifically, analyses were conducted relating expenditure level and allocation to facility type (neglected, delinquent, adult), size of education program, Title I program type, and facility climate type. These variables were selected because it was felt that they represented the most salient features of the sample facilities.

A series of one-way analyses of variance was performed between facility type, facility climate type, and Title I program type on the per-student expenditure variables described earlier. Table 6-7 contains the average expenditures for each of these categories. An interesting pattern of results emerged from these analyses. No statistically significant differences existed between facility types, for Title I or for the other federal funds. This result is consistent with the guidelines for federal allocation procedures. Statistically significant differences between types of facilities did not exist for the state education and total expenditures. Differences in the latter were probably due to the differences in state funding. An inspection of the group averages for total per-student expenditure shows a substantial difference between neglected and delinquent facilities ($2002 and $1469, respectively). However, the average per-student expenditure for adult facilities was another $564 below that for delinquent facilities. Evidently, much less state education money was available to the adult facilities on a per-student basis.

Table 6-7. Average Per-Student Dollar Expenditures for Facilities With Different Characteristics

Facility Characteristics	Per-Student Expenditures			
	Title I ($)	State Education ($)	Other Federal ($)	Total ($)
Facility Type				
Neglected (N=8)	515	1370	126	2003
Delinquent (N=39)	433	881	182	1469
Adult (N=21)	474	477	168	905
Facility Climate				
Treatment (N=44)	486	979	163	1604
Custody (N=24)	430	482	148	872
Title I Program Type				
Reading, Math Only (N=22)	497	749	128	1290
Reading, Math Major (N=25)	376	786	128	1222
Reading, Math Minor (N=19)	523	768	246	1491
No Reading, Math (N=2)	466	1660	0	2125

This may be due to the age of inmates and corresponding expectations of needs, or to the stated purpose of the different types of facilities.

The analysis of variance conducted between the different types of instructional programs (classified by degree of emphasis on reading and math) produced no statistically significant differences for any of the per-student expenditures. Significant differences in state education and total per-student expenditures did occur between the facility climate groups. The group of facilities that was rated high in terms of treatment was also higher in terms of these two expenditures.

The relationship of size of education program (number of participating students) in the facility to per-student expenditure level was examined through correlations. The results of this analysis indicated that institutions with larger education programs had lower state and total per-student expenditures. No relationship was found between size of program and per-student Title I expenditure or other federal expenditure.

The examination of facility characteristics and expenditures was not restricted to the per-student expenditures. Similar analyses were also conducted on the percentage allocations of Title I N or D funds to the staff and materials areas. The purpose of these analyses was to identify any differential priorities that may have existed for facilities of different types.

Table 6-8 presents the average percentage of Title I N or D money allocated to each of the staff categories for the different facility characteristics. In the top three rows of the table, it can be seen that all three types of facilities (i.e., adult, delinquent, and neglected) had generally the same allocation pattern for staffing. The similarity in pattern was confirmed by analysis of variance, which indicated that there were no statistically significant differences in the allocation to various personnel categories. All three types spent uniformly high proportions of their salary budgets on classroom personnel.

Table 6-8. Average Title I Allocation to Personnel Areas for Facilities With Different Characteristics

Facility Characteristics	Personnel Areas			
	Classroom (%)	Administrative (%)	Counselors (%)	Support (%)
Facility Type				
Neglected (N=10)	67	6	7	20
Delinquent (N=48)	85	3	4	8
Adult (N=29)	80	1	7	12
Facility Climate				
Treatment (N=56)	80	4	6	10
Custody (N=31)	83	1	6	10
Title I Program Type				
Reading, Math Only (N=28)	97	0	1	3
Reading, Math Major (N=31)	89	1	5	6
Reading, Math Minor (N=24)	66	4	10	21
No Reading, Math (N=4)	11	25	25	39

The next two rows of the table present the results for the facility climate groups. As described in Chapter 4, these groups are composed of facilities that differed with respect to the climate (custody vs. treatment) that was most prevalent at the institution. It is interesting to note that such a difference was not reflected in the percentage allocation of Title I money to the different staff areas. The average percentages are almost identical for the two climate groups.

Four different types of Title I programs were identified in Chapter 3, and it might be anticipated that staffing differences should arise from differences in program orientation. This is indeed the case. Examination of the last four rows of Table 6-8 shows that the two types of programs that concentrated solely or primarily on the basic skills (reading and math) allocated their Title I funds very differently from the other two program types. In the programs emphasizing the basic skills, almost all of the Title I money for staffing went for classroom staff. This is consistent with the goals of those programs. The facilities in which reading and math were only minor aspects of the program showed a heavier emphasis in the areas of counselors and support staff. This trend was accentuated in those facilities whose programs had no reading and math emphasis whatsoever. This use of money would seem to be consistent with the non-academic goals of these programs. The analysis of variance conducted between these four program types produced statistically significant differences in all four staffing areas.

Table 6-9 presents similar information for the allocation of Title I money to non-personnel areas. The noteworthy feature in this table is the consistency in allocation patterns, regardless of facility characteristics. In fact, no statistically significant differences were found for any of the comparisons performed on these figures. As can be seen, the primary use of non-personnel money was for instructional materials and fringe benefits. This was true for all the various facility groups. The remaining two categories received consistently small allocations.

Table 6-9. Average Title I Allocation to Non-Personnel Areas for Facilities With Different Characteristics

Facility Characteristics	Non-Personnel Areas			
	Instructional (%)	Inservice (%)	Building (%)	Fringe (%)
Facility Type				
Neglected (N=10)	47	2	1	50
Delinquent (N=48)	42	3	1	54
Adult (N=29)	46	2	2	50
Facility Climate				
Treatment (N=56)	41	3	1	55
Custody (N=30)	48	2	2	48
Title I Program Type				
Reading, Math Only (N=23)	48	2	2	48
Reading, Math Major (N=33)	36	2	2	61
Reading, Math Minor (N=26)	47	5	1	48
No Reading, Math (N=5)	67	0	0	33

The previous two tables reported educational expenditures for staff and materials. Table 6-10 reports the expenditures for different educational services. As before, the reported percentages represent average allocations for specific services. In this case, the allocations represent the total (combined staff and materials) percentage of money allocated for a particular service. As in the allocations re-

Table 6-10. Average Title I Allocation to Educational Service Areas for Facilities With Different Characteristics

Facility Characteristics	Educational Service Area					
	Language Arts/ Reading (%)	Mathematics (%)	Vocational Education (%)	Educational Counseling (%)	Cultural/ Enrichment (%)	Other Services (%)
Facility Type						
Neglected (N=10)	39	22	4	5	0	30
Delinquent (N=50)	45	24	4	5	1	22
Adult (N=30)	45	25	0	6	2	22
Facility Climate						
Treatment (N=56)	44	22	3	5	2	23
Custody (N=33)	45	28	3	5	1	18
Title I Program Type						
Reading, Math Only (N=24)	62	38	0	0	0	0
Reading, Math Major (N=30)	54	25	0	2	2	17
Reading, Math Minor (N=23)	23	13	5	8	3	48
No Reading, Math (N=4)	0	0	17	33	0	50

ported for personnel and materials, there is a marked consistency in the allocations in Table 6-10. Little difference between facility type or facility climate type is indicated across the different service areas. The analysis of variance results were statistically non-significant in each of those comparisons. As noted earlier, the majority of Title I money was spent on language arts/reading and on mathematics. This was true regardless of the type of facility or of whether it had a treatment or a custody orientation.

The same consistency was not true in the results for the different Title I instructional types. Since the program types were formed on the basis of the educational services they provided, it is not too surprising that differential percentage allocations of Title I funds were found by educational service area. It is interesting to see that the two program types most concerned with basic skills did indeed spend between 80 percent and 100 percent of their Title I funds in this area. Those programs having a minor emphasis on reading and mathematics tended to emphasize vocational education and educational counseling areas. The high expenditure allocations to the "other" service areas for these two groups probably reflect the purchase of machines and equipment for shop classes. As anticipated, statistically significant differences between the program types were found for each of these allocation areas, with the exception of cultural enrichment.

SUGGESTED CHANGES IN TITLE I FISCAL PROCEDURES

The last portion of this chapter is devoted to a discussion of the changes in Title I fiscal procedures suggested by the fiscal officers at both the state and facility levels. Emphasis is given to recommendations that are particularly related to the handling of Title I funds.

The overwhelming percentage of fiscal officers responded that no changes in the current procedures were necessary. Two-thirds of the state fiscal officers chose this response, compared to somewhat less than half of the facility fiscal

officers. The remaining respondents varied widely in their suggestions. At the state level, they wanted quicker approval and less red tape. They recommended that USOE give the money directly to the SAAs, that reports be required less frequently, and that more fiscal autonomy be given to the facilities.

At the facility level the pattern was somewhat similar, although more diverse. Less delay in the annual receipt of funds (8 percent) and less complicated accounting (6 percent) were the two changes most often recommended. As at the state level, less red tape (5 percent) and less frequent reporting (3 percent) were also suggested.

In general, it seemed that those respondents who suggested a change desired less delay in receipt of funds, less bureaucratic paperwork, more flexibility in the handling and use of Title I money, and simpler forms. At both administrative levels, the majority of respondents did not report the need for any major modifications in the current system.

SUMMARY

The objective of this chapter was to describe the amount and allocation of Title I funds used to provide services to students. The facility level was thus the central focus of the chapter. Information was presented on the source and level of funds in these facilities, and the allocation of money to educational service areas, personnel types, and materials. An investigation was conducted to determine whether any of these differed on the basis of type of facility. Additionally, a description of the level and flow of Title I funds from the federal government to the facilities was presented. These analyses focused on the retention and use of money by the SEA and the SAAs.

Several interesting results emerged from the analysis:

- Generally, the largest single portion of the state or facility education budget came from state sources. Title I funds were the next largest contributor.

- Little Title I money was retained by the SEAs and SAAs. In fact, on the average, over 93 percent of the Title I money was distributed to the participating facilities.

- The average Title I student in the sample facilities received $1358 from the combination of all funding sources. Of this, approximately $456 was derived from Title I. There was considerable variation in these figures across institutions.

- The major portion of Title I and state education money was allocated to the basic skills area. State education and other federal funds were used extensively for vocational education.

- Of the funds spent for educational services, the largest portion (over 70 percent of Title I and 80 percent of state funds) went for personnel. Most of this money was spent for classroom personnel, particularly in the case of Title I funds. The state money was the primary support for administrative services.

- The money not spent for personnel was channeled primarily into instructional materials. The largest other area of non-personnel expenditure was employee fringe benefits. This was true for all three types of funds.

- Statistically significant differences in level of state per-student expenditures and total expenditures per Title I student were found between different facility types and facility climate types. The adult institutions received, on the average, half the amount of state funding per student that the delinquent facilities received. The mean total per-student expenditure ranged from $2002 for neglected, to $1469 for delinquent, to $905 for adult institutions. It appears that the adult facilities are given relatively smaller portions of money for education than are other types of facilities. This may be due to differences in the ages and needs of the populations in the different types of facilities.

- Over 6 percent of the state fiscal officers, and over 40 percent of the facility fiscal officers, were satisfied with the current fiscal system for Title I funds. Of those that recommended change, five general areas were predominant: reduction in bureaucratic paperwork, less delay in project approval, bypassing SEAs in funding flow, simplification of accounting procedures, and increased flexibility in the expenditures of Title I funds.

CHAPTER 7. OPINIONS REGARDING TITLE I SUCCESS AND IMPACT

This chapter reports preliminary findings on the impact of the Title I N or D program, based on staff and student perceptions. A comprehensive impact assessment, including individual testing of large numbers of Title I and non-Title I students, will be undertaken during Phase II. The present chapter addresses the following questions:

1. What are the strongest and weakest aspects of the Title I program in the opinion of those involved?
2. How do different types of people rate the Title I program in terms of effectiveness?
3. What are some of the perceived beneficial and harmful indirect effects (spinoffs) of Title I projects in N or D facilities?
4. Do agency and facility staff members report any special problems in implementing the program?
5. What changes in the Title I program are suggested by staff members and students?

OPINIONS ABOUT STRONGEST AND WEAKEST ASPECTS OF TITLE I

People in different roles in relation to the Title I program were asked which aspects of the Title I program they thought were relatively successful and relatively unsuccessful. These people included state coordinators, facility directors, education supervisors, teachers, and adult/student aides. Their responses to these questions are summarized in Tables 7-1 and 7-2; entries are the percent of the different types of respondents who mentioned each aspect. The columns can sum to more than 100 percent, since more than one mention per respondent was possible.

Table 7-1 summarizes respondents' opinions about the strongest aspects of Title I. The "Total" column on the right shows the overall percentages for all

Table 7-1. Strongest Aspects of Title I in the Opinion of Agency and Facility Personnel*

Aspects Most Frequently Mentioned	SEA Coordinators (%)	SAA Coordinators (%)	Facility Directors (%)	Supervisors of Regular Education Programs (%)	Supervisors of Both Regular Education and Title I Programs (%)	Supervisors of Title I Programs (%)	Title I Teachers (%)	Non-Title I Teachers (%)	Adult Student Aides (%)
Individualized instruction	24	25	17	14	22	27	43	24	23
Instruction or improvement in basic skills	35	25	26	34	30	31	16	26	22
Equipment and materials	4	13	16	10	15	19	28	24	30
Good staff	12	21	22	38	22	27	16	14	20
Small classes, more personal attention	14	17	13	7	17	27	16	13	10
Needs assessment	12	10	4	14	5	15	8	8	0
Improved social relations	10	7	8	7	5	4	6	4	6
N	51	72	92	29	65	26	141	144	87

*Entries are the percentage of persons in a given role who mentioned a particular aspect.

Table 7-2. Weakest Aspects of Title I in the Opinion of Agency and Facility Personnel*

Aspects Most Frequently Mentioned	SEA Coordinators (%)	SAA Coordinators (%)	Facility Directors (%)	Supervisors of Regular Education Programs (%)	Supervisors of Both Regular Education and Title I Programs (%)	Supervisors of Title I Programs (%)	Title I Teachers (%)	Non-Title I Teachers (%)	Adult/ Student Aides (%)
Guidelines overly restrictive	12	40	39	41	31	38	30	10	4
Insufficient funding	24	16	29	14	20	8	13	12	7
Scheduling and space problems	4	3	10	7	5	8	8	13	12
Equipment and materials	0	4	7	3	5	0	6	15	13
State assistance	14	12	1	10	3	4	1	2	0
Lack of follow-up Services	12	3	1	0	0	4	1	0	2
Program Planning	8	4	0	0	2	4	2	0	2
Program Evaluation	8	10	1	0	2	0	1	1	1
N	51	68	90	29	65	26	126	137	84

*Entries are the percentage of persons in a given role who mentioned a particular aspect.

respondents. The aspect most often cited as one of the strongest aspects of the program was individualized instruction. Greater personal attention for students is clearly perceived as one of the more important benefits of Title I. "Instruction or improvement in basic skills" was mentioned almost as often as individualized instruction. This includes responses about teaching remedial skills in reading or math, or about better student performance or test scores in reading or math. "Good equipment and materials" and "good staff" also received a relatively large number of mentions. "Small class size" or "provision of more personal attention" per se were mentioned somewhat less often, and needs assessment was mentioned by fewer than 10 percent of the respondents. Although numerous other aspects were mentioned by different respondents, they were mentioned less frequently than those shown in Table 7-1.

Although there is general correspondence in the responses of people in different roles, there are some differences. Title I teachers, for example, were the only respondents who mentioned individualized instruction more frequently than any other aspect. Similarly, teachers and their aides emphasized more than other respondents the impact of Title I on the available instructional equipment and materials. For most of the other categories of respondents, instruction or improvement in basic skills was the aspect cited most often. T. minor differences between the opinions of various types of respondents were overshadowed by the similarities. For each type of respondent, "individualized instruction" and "instruction or improvement in basic skills" ranked either first, second, or third in number of mentions.

Table 7-2 summarizes respondents' opinions about the weakest aspects of Title I. The aspect mentioned most often is the restrictiveness of the federal guidelines. This category included responses citing the age limit and the exclusion of vocational education, counseling, recreational activities, and the teaching of social skills. "Insufficient Title I funding" received the next highest frequency of mentions.

Table 7-2 shows a number of other aspects that were mentioned less often. "Scheduling and space problems" and "equipment and materials" both received some mentions (8-9 percent). Scheduling and space problems included inadequate space for class meetings, time conflicts, and inconvenience in scheduling class meetings and teachers' other duties in the facility. Equipment and materials, which also received a fair number of mentions (20 percent of all respondents) as one of the strongest aspects of Title I, was mentioned by some (8 percent) as a weak aspect for reasons such as the unsuitability of the materials. For example, respondents at one facility complained about the immaturity of the reading materials, which they said were more suited to children than to young adults. Other weak aspects mentioned included inadequacies in state assistance, program planning, program evaluation, and the lack of follow-up services. A number of other aspects, including inservice education, received some mentions as well.

Table 7-2 shows considerable consistency across roles. Six out of the nine different types of respondents mentioned "overly restrictive guidelines" more often than any other aspect; in fact, except for adult/student aides, all types of respondents gave "overly restrictive guidelines" and "insufficient funding" either the first, second, or third highest number of mentions.

PERCEIVED EFFECTIVENESS RATINGS

Different types of respondents were asked about the effectiveness of the Title I program in improving the educational performance of participants, and in preparing participants for life outside the facility. Their responses are shown in Table 7-3. Because "no opinion" responses are not shown in the table, row percentages sum to less than 100%. The top half of the table shows that there is widespread opinion across roles that Title I has been effective in improving educational performance. Over half of each type of respondent rated Title I very effective in improving educational performance, and over 90 percent of each type of respondent rated Title I either very effective or somewhat effective. As is shown in the bottom half of the table, there is somewhat less confidence that Title I has been effective in preparing students for life outside the institution.

Table 7-3. Perceived Effectiveness of Title I in Improving Educational Performance and in Preparing Participants for Outside Life*

Category	Very Effective (%)	Somewhat Effective (%)	Not Very Effective (%)
Improving Educational Performance			
State Title I coordinators	55	42	1
Facility directors	74	20	1
Supervisors of regular education programs	61	39	0
Supervisors of both regular education and Title I programs	68	32	0
Supervisors of Title I programs	73	23	0
Title I teachers	69	30	1
Non-Title I teachers	60	31	1
Adult/student aides	67	32	1
Preparation for Outside Life			
State Title I coordinators	25	53	15
Facility directors	46	43	6
Supervisors of regular education programs	14	75	7
Supervisors of both regular education and Title I programs	26	66	8
Supervisors of Title I programs	23	69	8
Title I teachers	32	50	13
Non-Title I teachers	31	48	11
Adult/student aides	42	45	10

*Row percents are based upon 26 to 160 cases, depending on the specific role in question.

These two types of effectiveness ratings were explored further by examining the relationship between the two ratings. If this relationship is weak, that could mean that respondents fail to perceive improvements in educational performance as critical for aiding institutionalized youth in adjusting to life outside the facility. Analysis in fact shows that there is a strong association (gamma = .86) between the two kinds of effectiveness ratings, indicating that people who view Title I as effective in improving educational performance also tend to view it as effective in preparing students for outside life. These results are therefore consistent with the interpretation that most people do view improvement in educational performance as relevant to preparing students for outside life, but think that Title I performs the first task somewhat better than the second.

These general effectiveness ratings were explored further by comparing the ratings of facility personnel from treatment-oriented and custody-oriented facilities. The results, which are presented in Table 7-4, show that staff in treat-

Table 7-4. Percent of Personnel in Treatment-Oriented and Custody-Oriented Facilities Who Perceive Title I as Very Effective in Improving Educational Performance*

Roles	Treatment Orientation (%)	Custody Orientation (%)
Facility directors	80	68
Supervisors of regular education programs	69	54
Supervisors of both regular education and Title I programs	70	62
Supervisors of Title I programs	71	75
Title I teachers	69	70
Non-Title I teachers	63	55
Adult/student aides	74	59

*Cell percents are based upon 12 to 1[illegible] cases, depending on the specific cell in question.

ment-oriented facilities tend to rate the Title I program as more effective. The tendency for higher effectiveness ratings in treatment-oriented facilities tends to hold across all roles, and for both types of ratings.

More specific effectiveness ratings were obtained from teachers about different possible program goals; Table 7-5 presents the results. As can be seen, teachers gave the highest ratings to student improvement in reading and math; they viewed the program as equally effective in improving performance in each of those two basic skill areas. They also rated the program as effective in improving student self-concept. Similar distributions (but with even higher effectiveness ratings for reading and math) were obtained from education program administrators, Title I Supervisors, and teacher aides.

Table 7-5. Teachers' Opinions About the Effectiveness of the Title I Program*

Program Objectives	Very Effective (%)	Somewhat Effective (%)	Not Very Effective (%)
Raising standardized test scores	50	48	2
Improving reading abilities	61	37	2
Improving math abilities	63	35	1
Improving cultural relations/ awareness	27	56	17
Improving students' self-concept	53	42	5

*Row percents are based on 281 cases.

The teacher ratings for particular program goals were analyzed further by comparing the ratings of teachers from facilities with different types of Title I programs, as discussed in Chapter 3. Table 7-6 reveals that teachers in programs that place greater emphasis on instruction in reading and math tend to

rate Title I as more effective in raising standardized test scores and in improving reading and math abilities. This contrasts with the ratings for improving cultural relations, which do not appear to be affected by the amount of emphasis on reading and math. Interestingly enough, teacher ratings of the effectiveness of the Title I program in improving students' self-concept tend to be higher in programs with greater reading and math emphasis. This suggests that improvement in reading and math may be linked in teachers' minds to improvement in students' self-concept. The link is an important empirical question for intensive analysis in Phase II.

Table 7-6. Percentage of Teachers in Facilities With Different Types of Title I Programs Who Perceive Title I as Very Effective in Accomplishing Specific Tasks*

Program Objectives	Reading and Math Only (%)	Major Emphasis on Reading and Math (%)	Minor Emphasis on Reading and Math (%)
Raising standardized test scores	51	47	41
Improving reading abilities	61	64	55
Improving math abilities	65	53	57
Improving cultural relations/ awareness	19	25	22
Improving students' self-concept	57	52	47
N	74	117	80

*Entries are the percentage of persons in a given role who mentioned a particular aspect.

Title I students were also asked about the effectiveness of their Title I classes: specifically, whether they thought that the way Title I classes were taught helped them to read better than ways they had been taught reading before. Fifty-six percent responded yes, 34 percent said no, and 10 percent said they

did not know. When asked the same question with regard to their math classes, 55 percent said yes, 22 percent responded no, and 24 percent said they did not know. Title I students seem to think that their Title I classes are substantially more effective in teaching them reading and math than previous classes have been.

REPORTED TITLE I PROGRAM SPINOFFS

Respondents were asked about unanticipated effects (spinoffs) of Title I on other education programs and on the institution in general. At the most general level, most respondents did express awareness of some spinoffs and changes resulting from Title I. When asked how regular education had changed as a result of the Title I program, only 18 percent of the facility directors, 25 percent of the teachers, 18 percent of the education program supervisors, 35 percent of the Title I supervisors, and 8 percent of the state coordinators said that there were no such changes. Moreover, respondents tend to think that Title I spinoffs or side-effects are more often positive than negative. Table 7-7 shows the percentage of respondents in different categories who reported either positive or negative side-effects of the Title I program on the participants or on the facility in general.

Table 7-7. Awareness of Positive and Negative Side-Effects*

Roles	Positive (%)	Negative (%)
Facility directors	86	30
Supervisors of regular education programs	93	31
Supervisors of both regular education and Title I programs	82	34
Supervisors of Title I programs	92	46
Title I teachers	89	24
Non-Title I teachers	77	23
Adult/student aides	76	23

*Row percents are based upon 26 to 152 cases, depending upon the specific role in question.

Since respondents expressed the opinion that Title I does have effects beyond the program itself, the responses to more specific questions were examined to learn more about the nature of these effects. For example, Title I supervisors were asked about the impact of Title I on the use of diagnosis, testing, and evaluation procedures. Table 7-8 presents the percentages for the more frequent responses to this question, and shows that the most common perceived effect was an expanded use of diagnosis and testing throughout the entire education program. At one facility, for example, the Title I program had a major effect when it conducted inservice education sessions for the entire education staff that introduced new methods of teaching and student assessment. At another facility, the Title I teacher diagnoses the learning needs of all students, and the other teachers have come to rely on her needs assessments.

Table 7-8. Impact of the Title I Program on the Use of Diagnosis, Testing, and Evaluation Procedures

Impact	Supervisors of Title I Programs (%)	Teachers (%)
Expanded use throughout education program	31	32
Diagnosis more sophisticated	15	10
More systematic, ongoing diagnosis	15	5
N	26	298

Two closely-related areas of possible spinoffs are effective teaching methods and the use of student performance objectives. Fifty-six percent of the teachers said that their interaction with the Title I program had changed their basic approach to education in some way. Most cited a new understanding of the effectiveness of individualized instruction. When asked about the impact of Title I on teachers' knowledge of effective teaching methods, the single most frequent response for teachers (28 percent) and Title I supervisors (35 percent) was that Title I had increased the awareness of new, innovative teaching methods.

Table 7-9 presents further information about teachers' and education supervisors' perceptions of the impact of Title I. The percentages in the table are the percent of that type of respondent who answered either "yes, definitely," or "yes, somewhat" when asked whether Title I had brought about that kind of change in the education staff's behavior. As can be seen, a large majority of each type of respondent indicated that Title I has made teaching techniques more innovative and has increased the use of systematic evaluation procedures for monitoring students' progress. Substantial majorities also indicated that Title I has increased the use of instructional objectives for guiding lesson planning, and the use of needs assessment as a basis for instructional planning.

Facility staff were also asked their opinions about the impact of the Title I program on staff morale. Although a substantial number (20-40 percent) said there was no effect, many more staff members mentioned positive than negative effects, as can be seen in Table 7-10. Positive effects that were mentioned included more job satisfaction and more positive attitudes on the part of staff members because of greater resources. One teacher commented that the reduction in class size alone would be sufficient to improve the morale of both teachers and students.

Besides improving general staff morale, Title I is reported to have promoted more positive attitudes toward remedial education. When asked how attitudes toward remedial education have changed since the beginning of the Title I program, 69 percent of the teachers and 63 percent of the Title I supervisors said that the attitudes of the staff or students had improved in some way. According to one EPA, for example, remedial education is now seen as an integral part of the education program, rather than as something unique or unusual. At another facility, a Title I teacher reported that because of the interest in remedial education he had developed while teaching in the Title I program, he is now pursuing a master's degree in remedial education, rather than in agriculture as he had originally planned.

Table 7-9. Teachers' and Supervisors' Opinions About Possible Influences of Title I on the Facility's Educational Practices

Type of Change	Supervisors of Regular Education Programs (%)	Supervisors of Both Regular Education and Title I Programs (%)	Supervisors of Title I Programs (%)	Title I Teachers (%)	Non-Title I Teachers (%)
Teachers are using more innovative teaching techniques.	82	86	81	80	68
Systematic evaluation procedures are used to monitor students' progress.	71	84	73	77	66
Instructional objectives are used to guide lesson planning.	64	76	65	71	58
Needs assessments are conducted as a basis for instructional planning.	79	76	65	68	57
Teachers are more concerned with students' socio-emotional development.	50	64	46	61	47
N	29	65	26	141	152

Table 7-10. Opinions About the Impact of the Title I Program on Staff Morale

Roles	Positive Effect of Some Kind (%)	Negative Effect of Some Kind (%)
Facility directors	67	11
Supervisors of regular education programs	67	11
Supervisors of both regular education and Title I programs	69	5
Supervisors of Title I programs	44	16
Title I teachers	54	11
Non-Title I teachers	59	10

*Row percents are based upon 26 to 152 cases, depending on the particular role in question.

Changes in the perceived attitudes and behavior of students were also examined for possible spinoffs of the Title I program. When asked what positive side-effects the Title I program has had, teachers, facility directors, and adult/student aides all mentioned improved student self-esteem more often than anything else. When asked specifically about what impact Title I has had on students' attitudes toward education, the great majority of facility directors (93 percent), teachers (87 percent), and Title I supervisors (96 percent) said it had resulted in some kind of improvement. Similarly, most facility directors (87 percent), teachers (72 percent), and Title I supervisors (87 percent) believed that Title I had positively affected students' behavior as well. Such perceived effects included less disruptive behavior, and greater involvement in their work.

PERCEIVED PROBLEMS

To help identify problems in the Title I program, respondents were asked open-ended questions about problems in specific areas. Responses to these questions

were expected to overlap to some extent with the responses concerning the weakest aspects of Title I discussed in the first section; however, it was thought that some additional problem areas might be uncovered, and that these problems could be related to respondents' suggestions for changes in the overall Title I program.

The first potential problem area concerns the relationships among agencies and facilities. When state coordinators were asked what problems they experienced in working with USOE on the Title I N or D program, about one-third (32 percent) said they had none, and about one-fifth (19 percent) said they had no contact whatsoever. Of the problems that were mentioned, the most frequent was lack of clarification of guidelines (49 percent of the coordinators mentioning problems). The next most frequently mentioned problem (26 percent of those mentioning problems) was lack of sensitivity and flexibility in meeting the unique needs of correctional institutions. When facility Title I supervisors were asked what problems they had encountered in working with USOE on Title I, 88 percent said either that they had no problems or there was no contact. In short, responses to open-ended questions concerning relationships among agencies and facilities seem to reveal only a moderate amount of dissatisfaction and perceived problems with USOE.

However, when facility Title I supervisors were asked about the adequacy and usefulness of SEA and SAA visits to the facility for assistance or monitoring, 18 percent voiced some kind of negative response about the SAA, while slightly more than one-quarter (28 percent) responded negatively about the SEA. When state coordinators were asked about enforcing federal guidelines at the facility level, only 37 percent of the state coordinators said they encountered no problems in getting facilities to supplement rather than supplant regular state educational efforts. Facility personnel, on the other hand, sometimes reported that they encountered problems <u>because</u> guidelines were successfully enforced. At one facility, teachers said that some students who are dropped from Title I after turning 21 suffer emotional and academic setbacks and often quit school.

The prevalent feeling at that facility was that enforcing the age limit detracted from the program's effectiveness, since there were so many needy students over 21 who were not being served.

Few facility Title I supervisors reported any problems in maintaining the level of program services. When asked whether they had had any such problems over the past three years, 89 percent of the supervisors replied negatively. There were some facilities, however, at which service levels had not been maintained. For example, at one facility Title I funds had not increased in the past five years, which according to the EPA had severely hampered the overall effectiveness of Title I operations. Because of lack of funds, inservice education, new equipment, testing activities, and general programs have been cut back.

Another problem with funding that can interfere with service delivery is timing. Several facility-level administrators indicated that chronic lateness in funding creates difficulties for the Title I program, including difficulty in hiring and keeping teachers, and temporary shutdowns of programs.

Another potential problem area that was explored was the impact of security measures on facility education. When asked what problems security measures at the facility created for them, less than half (47 percent) said security measures created no problems. The most common problems cited by teachers were that equipment has to be locked up and is hard to get at (27 percent), and that students are sometimes restricted from coming to class (25 percent). Several teachers at one facility complained that the state Department of Corrections emphasizes custody at the expense of treatment and education, thus creating conflicts between the two branches of facility administration.

Problems were sometimes reported in the relationship between Title I and non-Title I education personnel. For example, at one facility the non-Title I staff expressed resentment that their resources were very limited, while Title I teachers had more resources than they could use. A great deal of expensive

Title I equipment sat idle, at the same time that non-Title I teachers used outdated textbooks and workbooks. Also, Title I teachers received more inservice education than non-Title I teachers.

SUGGESTIONS FOR CHANGE

The previous sections on perceived problems and weakest aspects of the Title I program show that respondents think there are areas that require improvement. This section will examine what specific changes in the Title I program were suggested by respondents.

Table 7-11 shows the most frequently suggested changes. The percentages indicate the percentage of each type of respondent who made a given suggestion. Multiple suggestions per respondent were possible. Only the most frequently mentioned suggestions are shown in the table.

Eighty-five percent of all respondents offered at least one suggestion for improving the Title I program. By far the most frequent suggestion for change, across all roles, was to relax or change the guidelines in some manner. This included broadening the education program beyond reading and math (14 percent), removing the age restriction (12 percent), and specifically including vocational education (8 percent). The total number of suggestions of this type greatly outnumbered any other suggestions.

Examples of comments made at individual facilities help explain the basis for this type of suggestion. At one facility for the neglected, both teachers and students felt that courses such as music, art, and psychology would increase the motivation of students and teachers and complement the basic academic curriculum. At an adult facility, some residents expressed anger that they were not included in the Title I program because they were too old, and some staff members were bewildered about the rationale for the age restriction. One teacher commented that she believed the program would be improved if the N or D guidelines were altered to emphasize students' needs, rather than their ages.

Table 7-11. Suggestions for Change in the Title I Program*

Most Frequent Suggestions, First Mentions	SEA Coordinators (%)	SAA Coordinatcrs (%)	Facility Directors (%)	Supervisors of Regular Education Programs (%)	Supervisors of Both Regular Education and Title I Programs (%)	Supervisors of Title I Programs (%)	Title I Teachers (%)	Non-Title I Teachers (%)	Adult/ Student Aides (%)
Relax or change guidelines in some manner	21	56	40	38	39	48	15	29	16
More funding	6	6	7	10	19	20	13	15	6
More materials and equipment	0	1	1	0	2	0	8	1	5
Coordinate better with regular education	2	3	2	0	2	8	4	4	0
Improve diagnostic testing	2	4	0	0	2	0	6	2	5
Clarify confusing guidelines	6	3	0	3	5	0	3	1	0
Strengthen leadership role of state coordinators	12	4	1	3	0	0	1	1	1
More space	0	0	0	0	2	0	4	3	3
N	52	69	76	29	62	25	141	129	86

*Entries are the percentage of persons in a given role who mentioned a particular aspect.

At another facility, a frequently suggested change was to extend guidelines to provide funds for post-release services to students.

The next most common suggestion for change was to increase the funding level. This category included suggestions for raising the general level of funding, as well as reports that more funding was needed for specific purposes, such as increased staffing. Looking across roles, it appears that the strongest supporters of more funding are facility personnel, especially Title I supervisors.

Each of the remaining suggestions for change was mentioned by no more than 3 percent of the respondents. These suggestions covered a broad range of concerns. In one state, for example, the SEA Title I coordinator suggested that Title I funds be transferred directly from USOE to the SAA, since he thought that the Title I grant was not large enough to justify administering the program at the Department of Education level. At one institution, facility personnel argued that the state agencies should have a smaller role in the program. They suggested that once USOE approves a facility's proposal, the facility should be allowed to implement the program without constant changes by state administrators. These are a few of the many different suggestions made by particular respondents.

SUMMARY

The major findings of this chapter, based on the opinions and beliefs of teachers and administrators, included the following:

- When Title I teachers and administrators were asked what they thought were the strongest aspects of Title I, individualized instruction was mentioned most often. Instruction or improvement in basic skills received almost as many mentions as individualized instruction. Other aspects mentioned relatively ofter included good staff, equipment and materials, and small class size.

- When asked to identify the weakest aspects of Title I, respondents most often mentioned the restrictiveness of the guidelines. This included responses citing the limitation of program content to reading and math, the age limit, and the restrictions regarding vocational education, counseling, recreational activities, and the teaching of social skills. Insufficient funding received the second highest number of mentions.

- Based on effectiveness ratings, it appears that most Title I administrators and teachers think the Title I program is improving the educational performance of participants. Ratings of the effectiveness of Title I in preparing students for life outside the institution are somewhat lower.

- Most Title I administrators and supervisors express awareness of some spinoffs that have resulted from Title I. Moreover, they report greater numbers of positive spinoffs than negative spinoffs. These positive spinoffs include expanded use of needs assessment throughout a facility's education program, increased teacher awareness of new teaching methods, more positive staff attitudes toward remedial education, and increased student self-esteem.

- Responses to open-ended questions concerning relationships among agencies reveal only a moderate amount of dissatisfaction with USOE. The problems most often mentioned by state coordinators were lack of clarification of guidelines and lack of sensitivity in meeting institutions' needs.

- The majority of state coordinators reported some problems in enforcing guidelines, particularly the "supplementing rather than supplanting" requirement. Facility personnel, on the other hand, sometimes reported problems that resulted from the successful enforcement of guidelines.

- The most common suggestion made by administrators and teachers for changing the Title I program was to relax or change the guidelines in some manner. This suggestion was the one made most frequently by all types of respondents. The next most common suggestion for change was to increase the level of funding.

CHAPTER 8. SUMMARY

The objective of this report has been to describe the Title I program as it is currently operating in state institutions across the country. The role of the states in assisting these Title I projects has been given special emphasis.

A careful examination of both state-level and facility-level data reveals a number of areas that are very encouraging with respect to an overall assessment of the program. In the first place, Title I N or D programs are generally supplementing existing educational efforts in the states. Actual per-student Title I expenditures are roughly one-half of other state educational expenditures, on the average, although in adult institutions, Title I and regular state education funding are almost equal.

Title I programs at the sample facilities were also found to be much more heavily oriented toward basic reading and math than regular education programs. Individualization of instruction and ongoing assessment of student progress were observed to occur to a much greater extent in the Title I program than in the regular education program. In sites where strong emphasis was placed on remedial reading and math, staff perceived somewhat greater effectiveness for the program than their counterparts in facilities placing less emphasis on basic skills.

Administrators and staff at all levels report that they are pleased with, and supportive of, the types of services they are able to provide under Title I. Title I students, in turn, report satisfaction with their teachers and the amount they are learning in Title I classes as compared to other classes.

Title I students appear to be fairly representative of the resident population at these facilities with respect to a variety of background characteristics; however, half of the students being served by Title I are functioning at a third- to fifth-grade level in language arts and math. Most EPAs reported that students are selected into the Title I program on the basis of special diagnostic testing done at the facility. The use of diagnostic testing for defining "the neediest of the needy" is reported to have increased.

The dominant orientation toward custody or toward treatment of the institutions visited appeared to be related to the importance of educational activities and to the functioning of education programs within the institution. In general, the Title I program was perceived as more effective in improving educational performance in treatment-oriented facilities. Few Title I projects were oriented toward vocational education.

Very little of the Title I N or D funding is being used for administrative purposes at the state level. Facility-level expenditures are mainly for classroom personnel.

Large numbers of both Title I and non-Title I staff report improvements in student attitudes and behavior since Title I was implemented. Other positive features reported (which may be due in part, at least, to the influence of Title I) include the expanded use of needs assessment throughout facilities' education programs, increased teacher awareness of new teaching methods, and more positive staff attitudes toward remedial education in general.

In addition to these encouraging aspects of current program operation, respondents also mentioned certain problem areas. A great deal of uncertainty and perceived lack of clarity surrounds the matter of federal guidelines. Persons at all levels are confused by what they feel are inappropriate restrictions on the use of Title I funds. The most frequently mentioned suggestions for change involved including subjects other than reading and math, eliminating the age

requirement, expanding eligibility beyond the neediest of the needy, and removing the restriction that Title I must supplement [illegible] programs.

A second area of concern is the current level of funding. Despite dramatic increases in the numbers of persons incarcerated, a gradual increase in the proportion of younger persons being confined in state institutions as opposed to local or county facilities, and general inflation in per-student costs, administrators report that their level of funding has remained relatively constant over the past few years. The result is that only about 52 percent of all reported eligibles in state institutions are being served by the Title I program at the present time. Facilities reported difficulty maintaining program services at previous levels, with the greatest problem of this sort being experienced by adult institutions. In addition, several states and individual facilities reported unusual delays in the receipt of funds, frequently causing temporary shutdowns in programs.

Title I programs in custody-oriented institutions placed more emphasis on vocational education than did programs in treatment-oriented institutions, while programs in treatment-oriented facilities emphasized affective growth to a greater extent. Staff communication problems and conflicts were more frequently reported in custody-oriented institutions, a factor that might be expected to have an impact on the delivery of various educational services.

Whereas an extremely high percentage of state coordinators reported that all Title I projects are monitored, considerable dissatisfaction with current monitoring practices was expressed by facility personnel. Most respondents felt that future monitoring activities should take the form of positive assistance to improve instruction, as opposed to being narrowly oriented toward mere compliance with the federal guidelines. They also recognized the problem, however, of insufficient staffing at the state level to accomplish this task. Similar levels of dissatisfaction were expressed with regard to evaluation procedures.

Almost all facilities reported some problems in recruiting Title I staff. The most commonly reported problems were few applicants, applicants with inappropriate qualifications, and the inconvenient location of most facilities. About half of the facilities also reported problems in keeping their Title I staff, due in part to the instability in year-to-year funding.

Due to lack of funds and unavailability of times when all staff can meet, in-service education is minimal in almost all states. Less than 1 percent of N or D funds are being spent for inservice education at the present time.

POLICY IMPLICATIONS

What are the implications of these findings? First of all, the Title I N or D program appears to be operating along the lines intended by USOE and Congress when the program was initiated. There is clear evidence that in most cases the program is supplementing ongoing state educational efforts, although a few exceptions were noted. It is also the case that the most academically needy students in these state institutions are generally being served. Close to 80 percent of the Title I students are illiterate (reading at or below the fifth-grade level).

Further, the major thrust of the operating program is toward improvement in basic skills, with substantially greater individualization of instruction and ongoing assessment of student progress than in the regular education program. Aside from instructional materials, the Title I funds are being used almost entirely to support teaching staff. Staff and students are generally pleased with the program and recommend continuation and expansion of services.

One area for immediate attention concerns the understanding of current federal guidelines. Apart from the exact nature of the guidelines themselves, administrators and service providers at all levels need to be told the intent of specific guidelines so as to be able to understand the rationale for what are perceived as inappropriate and confusing directives.

Only a relatively small proportion of reported eligibles are currently being served by the Title I program in state institutions. Serious attention should be given to the adequacy of current funding levels, particularly for adult institutions. Delays in receipt of funds at the facility level should be examined and corrected.

Definitive statements regarding Title I student impact will not be available until Phase II. However, the findings to date regarding perceived impact and project effectiveness are encouraging in many respects, particularly when coupled with such intermediate outcomes as the observed emphasis of existing programs on basic skills and individualized instruction.

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APPENDIX:

DISCRIMINANT ANALYSIS FINDINGS

PROFILE ANALYSIS OF TITLE I PROGRAMS

This section provides an analysis of Title I programs for the purpose of determining what characteristics best distinguish programs having a strong math and reading emphasis from programs having little or no emphasis on basic skills. The analysis involved five steps: (1) identifying the program dimensions of greatest importance or relevance; (2) identifying all items from the questionnaires that were relevant to each dimension; (3) selecting the items that described each dimension most clearly and completely; (4) combining the selected items into a small number of indices; and (5) performing a discriminant analysis on these indices.

Analysis Steps

Step 1: Identifying Program Dimensions. Based on the federal guidelines for Title I programs and on SDC's judgment of important dimensions that might distinguish among programs, a list of 11 dimensions was developed to be included in the analysis. These dimensions were:

- Program Content--the subject matter taught in the Title I programs
- Manner of Implementation--whether the program is implemented primarily by means of staffing, materials and texts, equipment and plant, inservice, or some combintation of these
- Individualization of Instruction--the degree to which instruction is individualized to meet the needs of each student
- Program Integration--the extent to which the Title I program is coordinated with other programs in the facility
- Program Location--whether the program is located within or outside the facility (or some combination of these)

- Student Exposure--the amount of time students spend in Title I activities, and the teacher-student ratio
- Age of Program--the number of years the Title I program has been operating
- Needs Assessment--the amount of needs assessment activity relating to Title I
- Use of Individual Performance Objectives--the extent of use of performance objectives in Title I instruction
- Program Evaluation--the scope of efforts to evaluate the Title I program
- Size of Program--the number of students participating in the Title I program

Step 2: Identifying All Relevant Items. All of the questionnaires used during the Phase I data collection were reviewed item by item. Each item was examined for relevance to the 11 dimensions chosen for analysis. The relevant items were then grouped by dimension.

Step 3: Selection of Most Relevant Items. The items relating to each dimension were reviewed a second time, this time to identify those that most adequately measured the relevant dimension. Factor analyses were performed to remove items that were not highly related to given dimensions. Items that provided redundant information or for which there were more than 20 percent missing responses were eliminated from further consideration.

Step 4: Combining Items Into Indices. For each dimension, the final set of selected items was reviewed a third time, and methods of combining the items into indices were specified. In most instances, the method used for combining items involved a simple summation or average across the items after adjusting for unequal item ranges and item variances. In some instances the method

involved computing percentages, or multiplying items, and in one instance (for Program Content Emphasis), the method involved a [illegible] classification scheme. Table A-1 describes the indices developed for each dimension, including the source items used.

Step 5: Performing Discriminant Analysis. As can be seen from Table A-1, the final set of measures included in the analysis consisted of 22 indices relating to 11 program dimensions. The first index, Program Content Emphasis, is categorical (nominal) in nature, while the remaining 21 indices are either ordinal or interval-level measures. A value was calculated for each index for each facility; where data were missing on a certain index for a given facility, the overall average for that variable calculated from missing facilities was substituted for the missing facility value. The data were then entered into the SPSS Discriminant Analysis Program.

Since reading and math are the major thrust of the Title I programs as identified in the federal guidelines, a classification scheme was used that focused on reading and math expenditures. Thus, the pattern of expenditures for each facility was inspected to determine whether that facility should be classified as having: (1) reading and/or math only; (2) a major emphasis (i.e., greater expenditure) on reading and/or math, with other subjects also being taught; (3) a minor emphasis on reading and math, with other subjects receiving greater emphasis (i.e., greater expenditures); or (4) no expenditures for reading or math. For four of the facilities that did not furnish adequate fiscal data, the EPA questionnaire provided enough information to establish the classification. Three facilities, for which both fiscal and administrative data were inadequate, were excluded from this analysis. This classification scheme resulted in three large groups of facilities (28 in Group 1, 36 in Group 2, and 27 in Group 3), and one small group (6 in Group 4). While Group 4 is too small to yield reliable results, it seemed important to retain it as a separate group because of its deviance from federal guidelines.

Table A-1. Variables Used in Profiles Analysis

Dimension/Index	Variable Numbers	Explanation
Program Content		
1. Program Content Emphasis	FF13 to FF33, EA732 to EA743	1 = Reading, math only 2 = Major Emphasis on reading, math 3 = Minor emphasis on reading, math 4 = No reading, math
Implementation		
2. Percent of funds spent on staff	FF50, 71, 77, 83, 89, 95, 101, 107	
3. Percent of funds spent on materials, texts	FF35, 38	
4. Percent of funds spent on equipment, plant	FF41, 44	
5. Percent of funds spent on inservice education, travel	FF47, 53	
6. Count of number of expenditure categories (staff, materials, equipment, inservice)	All above	Low = 1 = Only one category High = 4 = All four categories
Individualization		
7. Amount of individualization of instruction	CL3, CL4	Low = 1 = All students treated the same High = 3 = Each student treated differently

Table A-1. Variables Used in Profiles Analysis (Cont'd)

Dimension/Index	Variable Numbers	Explanation
Program Integration		
8. Amount of integration between Title I and academic education	EA807	Low = 1 = Programs lack integration High = 3 = Programs are highly integrated
9. Amount of integration between Title I and vocational education	EA802, EA808	Low = 1 = Programs lack integration High = 3 = Programs are highly integrated
10. Quality of communication among staff	EA791, 792, 794, 795; TE101, 102, 104, 105; CS43, 44, 46, 47	Low = 1 = Very poor communication High = 4 = Very good communication
Program Location		
11. Locus of program operation	EA50	1 = Local school district operates program 2 = Both operate program 3 = Facility operates program
Student Exposure		
12. Average total number of hours per student of reading instruction	TE274 to TE285, TE286, 288	Low = 2 High = 307
13. Average total number of hours per student of math instruction	TE274 to TE285, TE286, 288	Low = 11 High = 503
14. Number of students per teacher	TE291 divided by TE290	Low = 1 High = 16

Table A-1. Variables Used in Profiles Analysis (Cont'd)

Dimension/Index	Variable Numbers	Explanation
Age of Program		
15. Number of years Title I program has operated	EA699	Low = 1 High = 12
Needs Assessment		
16. Number of areas tested for general needs assessment	EA295 to EA302	Low = 0 High = 13
17. Number of areas tested for Title I needs assessment	EA321 to EA328	Low = 0 High = 7
18. Number of uses for needs assessment results	EA337 to EA346	Low = 0 High = 10
Use of Objectives		
19. Frequency of assessing individual student progress	EA428, 429	Never = 1 Daily = 5
20. Amount of use of individual performance objectives for teaching	TE361, 362	Never use = 1 Use extensively = 5
Program Evaluation		
21. Scope of program evaluation efforts	EA375 to EA384, EA388 to EA409	No program evaluation = 0 Extensive evaluation = 32
Size of Program		
22. Number of students in Title I Program	FF9	Low = 4 High = 384

Analysis Results

It can be seen from Table A-2 that the four groups of facilities appear to differ on some of the program dimensions. The results of the discriminant analysis help to identify where these differences are crucial to distinguishing among the four program groups. The analysis indicated that eight of the twenty-one variables helped distinguish among the four groups. Using these eight variables, the analysis program derived three combinations of the variables, the first two of which accounted for most of the discriminating power of the variables. The absolute magnitude (disregarding signs) of the standardized coefficients for these two functions indicate the relative importance of each variable in discriminating among the groups. The eight variables and their coefficients for the first two functions are presented in Table A-3.

The most important of these eight variables were the percent of funds spent on staff, the number of expenditure categories, the amount of use of individual performance objectives for teaching, the number of students in the Title I program, and the percent of funds spent on equipment and plant.

Group 1 (reading, Math Only) is distinguished primarily by its relatively high percent of funds spent on staff and equipment, but low number of expenditure categories. Group 1 is also characterized by relatively small numbers of students in the Title I program and high use of individual student performance objectives.

Group 2 (Major Emphasis on Reading, Math) also had very high expenditures for staff, but only moderate expenditures for equipment. Concentration of resources into only a few expenditure categories was less pronounced than Reading and Math Only Programs (Group 1). Number of students in the program was again low, with high use of individual student performance objectives.

Table A-2. Average Values on Program Variables Used in Discriminant Analysis

Variable	Program Group			
	Group 1: Reading, Math Only	Group 2: Major Emphasis Reading, Math	Group 3: Minor Emphasis Reading, Math	Group 4: No Reading, Math
Implementation				
2. Percent of funds spent on staff	86.2	89.0	78.4	61.9
3. Percent of funds spent on materials, texts	7.6	7.1	15.6	36.7
4. Percent of funds spent on equipment, plant	4.7	2.8	2.8	0.5
5. Percent of funds spent on inservice education, travel	1.5	1.2	3.1	0.9
6. Count of number of expenditure categories (staff, materials, equipment, inservice)	2.3	2.6	2.7	1.9
Individualization				
7. Amount of individualization of instruction	2.6	2.5	2.3	2.4
Program Integration				
8. Amount of integration between Title I and academic education	2.8	2.6	2.8	2.8
9. Amount of integration between Title I and vocational education	1.6	1.6	1.4	1.5
10. Quality of communication among staff	3.3	3.2	3.2	3.3

Table A-2. Average Values on Program Variables Used in Discriminant Analysis (Cont'd)

Variable	Program Group			
	Group 1: Reading Math Only	Group 2: Major Emphasis Reading, Math	Group 3: Minor Emphasis Reading, Math	Group 4: No Reading, Math
Program Location				
11. Locus of program operation	1.1	1.1	1.2	1.2
Student Exposure				
12. Average total number of hours per student of reading instruction	107.9	93.3	91.4	84.3
13. Average total number of hours per student of math instructions	88.0	93.3	85.8	89.4
14. Number of students per teacher	5.6	5.5	5.4	3.9
Age of Program				
15. Number of years Title I program has operated	5.6	6.5	6.0	5.7
Needs Assessment				
16. Number of areas tested for general needs assessment	4.6	5.3	5.2	5.0
17. Number of areas tested for Title I needs assessment	2.1	2.2	2.4	0.9
18. Number of uses for needs assessment results	5.7	6.8	6.3	4.6

Table A-2. Average Values on Program Variables Used in Discriminant Analysis (Cont'd)

Variable	Program Group			
	Group 1: Reading Math Only	Group 2: Major Emphasis Reading, Math	Group 3: Minor Emphasis Reading, Math	Group 4: No Reading, Math
Use of Objectives				
19. Frequency of assessing individual student progress	2.6	2.6	2.5	2.0
20. Amount of use of individual performance objectives for teaching	4.1	4.1	3.7	4.2
Program Evaluation				
21. Scope of program evaluation efforts	18.8	18.3	19.7	13.5
Size of Program				
22. Number of students in Title I program	68.5	67.4	132.6	55.8
N	28	36	27	6

Table A-3. Standardized Discriminant Function Coefficients for the First Two Functions

Variable	Function 1	Function 2
Percent of funds spent on staff	-0.58	0.55
Number of years the program has operated	0.18	0.30
Number of uses for needs assessment results	0.16	0.38
Number of expenditure categories	0.40	0.56
Amount of use of individual performance objectives for teaching	-0.52	-0.08
Number of students in program	0.52	0.08
Percent of funds spent on equipment/plant	-0.59	-0.06
Amount of integration between Title I and academic education	-0.09	0.40

Group 3 (Minor Emphasis on Reading, Math) was characterized by relatively lower expenditures for staff and equipment, and a high number of expenditure categories. The Title I programs in this group were extremely large, on the average, and evidenced only moderate use of individual student performance objectives.

Group 4 (No Reading or Math) had the lowest expenditures for staff and equipment, and the lowest number of expenditure categories overall. These programs were reported as having small numbers of Title I students and high use of performance objectives for subjects other than reading and math.

In addition to the discriminant analysis described above, comparisons of the four program types were done using the classroom activities, materials, and atmosphere measures and the staffing variables described earlier in this chapter. Results of these comparisons indicated no significant differences among the four program groups on these variables.

PROFILE ANALYSIS OF TITLE I FACILITY CLIMATE

For purposes of the discriminant analysis, those institutions clearly rated by interviewers as custody- or treatment-oriented (receiving a score of one or two in the case of primarily custody, or nine or ten in the case of primarily treatment) were used to define the groups. This selection process led to the identification of 32 treatment and 30 custody institutions. Institutions receiving inconsistent ratings across interviewers or scoring toward the midpoint of the continuum remained unclassified.

Variables were selected on which the two groups were expected to differ. Variables included in the analysis were type of institution (youth or adult), size of resident population, average length of stay of residents, proportion of resident housed in minimum and open-residential levels of security, resident/staff ratio, resident/education staff ratio, resident/custody staff ratio, resident/treatment staff ratio, resident/education and treatment staff

ratio, custody staff/education and treatment staff ratio, minority/nonminority resident ratio, percentage weight given to educational performance in release decisions institutional director's preference for amount of weight given to educational performance in release decisions, and existence of a release program.

A stepwise procedure was used in order to choose only the best discriminating variables to achieve satisfactory discrimination. Proportion of population housed at open-residential or minimum-security levels, size of institution, average length of resident stay, and weight given to educational performance in release decisions produced a fairly high degree of separation (see Table A-4).

Table A-4. Standardized Discriminant Function Coefficients for the First Function

Variable	Function 1
Percent of Population at Open-Residential and Minimum-Security Levels	0.79
Number of Residents	-0.48
Average Length of Stay in Months	-0.28
Percentage Weight Given Educational Performance in Release Decision	0.14

Since the analysis provided satisfactory discrimination for institutions with known group memberships, institutions with unknown group memberships were then classified by comparing them to classification equations for each group yielding a probability of group membership. It was theorized that rather than exhibiting clear custody or treatment orientations, many institutions would not be at either end of the continuum, since institutions are generally required to implement both goals at least to some extent. The probability

values for many of the ungrouped cases were expected to be roughly equal (i.e., 50-50). To avoid contamination of the discriminating groups where classifications appeared to be ambiguous, it was decided to combine ungrouped cases into a third group scoring somewhere between custody and treatment goal orientations.

This proved to be unnecessary. Of the ungrouped cases, only five had a probability of less than 95 percent of belonging to the group in which they had been classified. These cases were too few to classify as a separate group and were retained in their predicted group.

Characteristics of Institutions With Different Goal Orientations

Custody-oriented institutions were generally larger, had longer average lengths of stay, had lower proportions of residents housed at open-residential or minimum-security levels, and were reported as giving less weight to educational performance in release decisions. The average values for each of the variables used in the discriminant analysis are shown in Table A-5.

Custody institutions were also different from treatment institutions in that they housed older residents (with almost 70 percent of residents 18 years of age or older), had primarily male residents, and had a larger proportion of minority residents (and an accompanying smaller proportion of minority staff members). Perhaps the most striking characteristic of custody-oriented institutions was their overcrowdedness. While reporting an average designed capacity of 680 residents, these institutions currently housed an average of 813 residents. In contrast, treatment-oriented facilities were operating at 20 percent below capacity, on the average.

Although the overall resident/staff ratio was comparable in both custody- and treatment-oriented institutions, facilities differed in the types of staff employed. Custody-oriented institutions reported somewhat higher levels of

Table A-5. Average Values on Facility Variables Used in Discriminant Analysis

Variable	Goal Orientation	
	Treatment	Custody
Percent Adult Institutions	8	77
Average Number of Residents	121	813
Average Length of Stay in Months	11	16
Percent of Residents Housed in Open-Residential or Minimum-Security Levels	95	18
Resident/Staff Ratio	3	4
Resident/Education Staff Ratio	16	59
Resident/Custody Staff Ratio	27	7
Resident/Treatment Staff Ratio	16	62
Resident/Education and Treatment Staff Ratio	8	30
Custody/Education and Treatment Staff Ratio	0.3	4
Minority/Non-Minority Resident Ratio	1	4
Percentage Weight Given Educational Performance In Release Decisions	38	31
Institutional Director's Preference for Amount of Weight Given Educational Performance In Release Decisions	39	34
Percent Having a Release Program	64	44
N	64	35

staffing per resident in administrative and custody staff roles; these differences, however, were not statistically significant. Institutions differed significantly in resident/treatment staff and resident/education staff ratios, with treatment-oriented facilities having substantially higher proportions of persons in these staff groups.

Student Differentiation of Institution Type

A second method of differentiating custody and treatment orientation was also pursued. Students had been asked to respond positively or negatively to a list of attitudinal items designed to measure the custody or treatment orientation of the institution and its staff. It was reasoned that students would perceive and thus evaluate institutional environments on the basis of their own experience.

Moos has hypothesized (1968) that if the perceived institutional environment is a measure of cumulative interactions in an organization, then this environment should differ as the interaction patterns differ. Environmental press is an indirect measure of the impact of organizational variables on inmate perceptions. Major variables influencing the "character" of an institution were thought to be relationships with the environment, organizational goals, staff-staff relations, and staff-inmate relations. Theoretically, such indicators measure ways in which the institutional environment "presses" individuals toward different perceptions or different behaviors.

In most cases, ten students were interviewed in each institution. An average institutional score was obtained for each facility, and an analysis of variance was subsequently performed to determine whether students in custody and treatment institutions did indeed differ in their perceptions of environmental climate.

With respect to the Moos custody/treatment subscales as a whole, no differences were found between custody and treatment institutions as defined by the discriminant analysis. However, several items of the eight-item scale successfully differentiated between institutional types in the hypothesized direction: students in treatment-oriented institutions were less likely to report authoritarian staff behaviors and were more likely to report staff concern with personal problems and the expression of opinions. Thus, while the environmental press subscales as a whole did not discriminate successfully among institutional types, some relationship was found between perceived environmental press and the variables having to do with staff behaviors.

Several reasons have been suggested for the failure of other items in the subscale to differentiate among institutions. To students who have interacted with their environment only in the traditionally submissive role of youths, all institutions may appear to be similar. Institutions can be perceived as mere extensions of this method of interaction with superiors.

Secondly, although observers are cognizant of differences in orientation among institutions, this difference may not be perceived by residents of either type of institution. Extremely treatment-oriented institutions, for example, may not appear to residents to be dramatically different from many custody-oriented institutions. Treatment programs often operate on tight and demanding schedules, and thus the environmental press factor may be similar to the psychological press thought to be present in custody-oriented institutions. Nonetheless, the fact that some items relating to staff behaviors can discriminate between custody and treatment orientation argues for further investigation of environmental press with a modified set of questions.